

Washington's System of Preparing and Certifying Educators



A Report to The Governor, Superintendent of Public Instruction, State Board of Education,
and Education and Fiscal Committees of the Washington State Legislature

BACKGROUND AND INTRODUCTION

On May 16, 2005, Governor Gregoire signed into law ESSB 5732, which transfers all rulemaking authority related to educator preparation from the State Board of Education to the Professional Educator Standards Board (PESB) effective January 1, 2006. In preparation for assuming this new authority and responsibility, the legislation further charged the PESB with:

...conducting a comprehensive analysis of the strengths and weaknesses of Washington's educator and administrator certification and preparation systems, and by December 1, 2005, transmit its findings and any recommendations to the legislative committees on education, the superintendent of public instruction, the state board of education, and the governor.

The PESB also heard repeatedly from state policymakers of their desire for better understanding of the system, and that this report should serve as a “primer” of sorts; providing the basic information needed to understand how Washington prepares and certifies educators.

In the seven months following this charge, the PESB began our analysis guided by a long list of questions, the answers to which would yield a picture of the current system. We held work sessions and hearings at PESB meetings in March, May, July, September and November and met with stakeholders to find out if we were on the right track and our data and perspectives accurate and shared. We also convened an advisory group of individuals who, through their professional roles, hold particular insights related to the strengths and weaknesses of the current state system.

Our analysis is also based on the premise that a state's primary interest in policy guiding educator preparation and licensure is to:

- ensure that entry-level educators meet the minimum qualifications necessary to effectively perform their role;

- support the continued professional growth and competencies of educators throughout their career via continued licensure requirements; and
- ensure that state-approved preparation programs are high quality, and that they are recommending for certification only those candidates who meet state standards.

Although the charge in legislation was an analysis of the state system of educator preparation and certification, our report also includes a look at the state role and system related to recruitment of and ongoing support for educators as essential components in ensuring we attract and retain an adequate supply of highly-qualified educators.

In addition to conducting this analysis, ESSB 5732 also charged the PESB with using it to:

...develop a planning document to guide the assumption of policy and rule-making authority responsibilities for educator and administrator preparation and certification, consistent with the board's purpose.

The PESB looks forward to building our strategic work plan for addressing the issues contained within this report when we assume our new role and responsibilities in January.

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STRENGTHS AND WEAKNESSES OF WASHINGTON STATE'S SYSTEM OF EDUCATOR PREPARATION AND CERTIFICATION

WHAT WE HAVE AND WHAT WE NEED

Washington has many reasons to be proud of its current system of preparation and certification. The foundation is a solid one upon which any current weaknesses can be addressed and corrected. Washington's move toward a performance-based system is essential to ensure that educators are equipped with the skills they need to support students achieving higher standards. A performance-based system is also essential to our ability to provide preparation options that will attract the next generation of educators and meet their needs. The sections of this report that follow this summary section provide extensive detail related to the current status of the system, and the many positive changes that have occurred over the past decade.

To summarize the strengths of the current system,

WASHINGTON HAS:

- Performance-based standards for Washington educator preparation programs that:
 - Require demonstrated competency;
 - Require evidence of positive impact on student learning;
 - Deliberately focus on how all educators further state K-12 learning goals; and
 - Strive for alignment with student standards.
- Practitioner-comprised professional education advisory boards (PEABs) required for each program in Washington State, a unique feature not found in other states. They engage practicing educators, their schools and districts, in the planning and operations of educator preparation programs. PEABs strive to have their members reflect the diverse population they represent.
- State-conducted on-site program reviews that take into account multiple and varied evidence related to performance-based preparation standards.
- A certification division of the Office of Superintendent of Public Instruction (OSPI), together with certification offices at Educational Service Districts (ESDs) and colleges of education, which: handle an enormous volume of requests for information; process tens of thousands of certification applications and renewals annually; and produce a variety of informational resources, available electronically and hardcopy.
- Collaboration between and among preparation programs in making the shift to performance-based certification standards.
- A performance-based second-tier certificate that is intended to embed attainment of high certification standards in the context of the school and district learning improvement goals.
- An articulated continuum of educator development that extends from preservice through career-long professional development.
- New Educational Staff Associate (ESA) standards and benchmarks.
- Subject endorsement competencies for teachers that are based on demonstrated performance rather than accumulated courses and credit.
- Alternative Pathways that increase means by which teachers can add subject matter endorsements.
- High-quality alternative routes to teacher and principal certification.
- Uniform basic skills and subject knowledge testing required of all teachers prior to certification.
- A performance-based pedagogy assessment administered uniformly by all colleges of education.
- An option for educators to use professional growth plans, tied to school and district improvement goals, to guide continuing education and certificate renewal.

- State-funded beginning educator induction and mentor programs.
- A respected and efficient system for educator disciplinary action.
- A variety of informational resources and programs aimed at facilitating entry into education professions.

Perhaps most importantly, what Washington has is an educator workforce of professionals who are committed to the improvement of learning for all students.

Although the basic foundation of Washington's system of educator preparation and certification is a solid one, there are areas that need remodeling and new features to be designed and built. Some of what is described below are clear weaknesses / deficits in the current system; others are next steps needed for continuous change and improvement.

WASHINGTON NEEDS:

A state-level system for assessing educator preparation

The PESB and OSPI need to review all current measures of preparation program quality and complete the development of an improved, ongoing state-level system for assessing program quality. Currently, meaningful indicators that highlight exemplary practices and suggest needed improvements are not readily available or publicly reported. Multiple sources of data, including both quantitative and qualitative measures, should be used to make inferences about program quality. This assessment system should:

- Document explicit connections between preservice preparation and knowledge and skills required in classrooms and schools, including:
 - ▮ More effective state surveying of all program completers and their employers.
 - ▮ Support for state-level evidence-based research projects demonstrating impact of educator preparation, along with other factors, on student learning.
 - ▮ Reexamination of current data demands on institutions, with a focus on those data that will yield most valued information.
- Acknowledge student diversity and the complexities associated with educator characteristics that influence student learning and development, but cannot be measured via quantitative means.
- Evaluate the usefulness of annual data requirements required from each institution's Professional Education Advisory Board, and plans for improvement.
- Incorporate content-specific expertise into endorsement program review process.
- Provide criteria and means for public reporting of innovative practices of approved teacher preparation programs.
- Provide information and data included in reports to be made public via the PESB and OSPI websites.

Although higher education teacher preparation programs are required to produce a significant amount of data related to various aspects of program quality, these data are not systematically compiled in a way that provides a comprehensive picture, across institutions, that can be accessed and reviewed by policymakers or the public.

- PESB "Math Teachers Count" Report, 2004¹

Strategic planning across sectors grounded in student performance data

Student performance data must be used to drive coordinated strategic planning between P-12 and higher education to improve student learning and close the achievement gap. Educator preparation, quality of educational practice, and student learning are shared responsibilities. Currently, student performance data and strategies for school and student learning improvement are not systematically shared with educator preparation programs or used to drive program improvements. Related to this is a current desire, but not yet a means, to assess the relationship between quality measures of educator preparation programs and impact on student learning. It is a complicated research question. The ability to tease-out the impact of an educator's preparation program, from the myriad of other factors that influence student learning, is extremely difficult. There must be strong and sustained collaboration between:

There is a current desire, but not yet a means, to assess the relationship between quality measures of educator preparation programs and impact on student learning in Washington State.

- OSPI School Improvement and educator preparation programs – to share data and develop collaborative statewide strategies that will inform and impact educator preparation programs;
- Educational Service Districts (ESDs), OSPI and educator preparation programs – to discuss continuing education and inservice professional development that are needed based on student performance data; and
- P-12 schools (public and private) and educator preparation programs, to enhance preparation environments through more authentic grounding in issues and challenges of real practice.

“Too many children arrive with too many issues.”

*- Gloria Mitchell, principal,
T.T. Minor Elementary and PESB member*

“It’s more than a hot breakfast, uniforms, a safe place to go after school — though all those help. The first battle is to build hope — something not so easy to see in a stack of test scores”

– 10/9/05 Seattle Times Article on T.T. Minor

Incentives and supports for model partnerships

Recognizing the value of field-based experiences in the preparation of educators, we need to increase support available for partnerships. These formal and informal partnerships must explore and solve specific problems or pilot promising practices in educator preparation and certification. These opportunities to apply research and best practices to real-life situations also have larger implications for system-wide changes in policy and practice. Formal partnerships could include:

- Creating Professional Development Schools where teacher candidates participate in performance-based, mentored internships; university faculty are on-site; lead teachers serve as adjunct faculty for the college of education; and data are collected related to impact of the program on student performance.
- Converting some Focused Assistance Schools into Professional Development Schools where concentrations of teacher candidates increase the ratio of assistance to students.

Informal partnerships might focus on issues such as:

- Strengthening field experience for prospective educators and addressing the increased difficulty in finding high quality field placements for prospective educators. Partnerships between higher education preparation programs and school districts may serve as models if districts no longer see field placements as an “add-on” to their jobs, but as an integral part of their school and student learning improvement efforts. These partnerships might address other challenges, such as:
 - ▶ Incentives and compensation for teachers who supervise student teachers; and
 - ▶ District long-range forecasting of anticipated openings.
- Dissolving institutional barriers / model strategies for effective collaboration between deans/directors of colleges of education and colleges of liberal arts and science to address such issues as:
 - ▶ Institutional strategies for competencies to drive curriculum; including identification of common learner outcomes and needed changes in existing course requirements tied to the learner outcomes; and
 - ▶ Flexibility in faculty load and assignments to facilitate greater direct involvement of university faculty in schools.

An agreed-upon and widely understood system for review and revision of high and relevant preparation standards and certification requirements for all educators

Standards for educator preparation and certification need not only to align with today’s standards for students, but they also need to be reviewed and revised in anticipation of what our students will need to know and be able to do in the future. The development of these standards must be ahead of the curve, reflecting research and rigorous dialogue regarding the essential knowledge and skills educators will need to possess.

Preparation programs must have the time to plan the resources needed and design programs ready to prepare educators for future student needs. In addition, continuous effort must be focused on identifying and eliminating disconnects between educator preparation and the realities of educators' daily jobs. In the short term, attention needs to be given specifically to:

- Examining the depth of subject-knowledge preparation for middle-grade teachers;
 - ▮ Are K-8 endorsement competencies rigorous enough for teaching specific content at the middle level?
 - ▮ Should Washington have a K-6 rather than K-8 endorsement, particularly in light of “highly-qualified” requirements under the No Child Left Behind Act?
- Translating residency certificate knowledge and skill standards for teachers into a common set of performance expectations;
- Identifying the specific skills and knowledge required for school principals to lead high-performing schools; incorporating opportunities to acquire those skills and knowledge into job-embedded internships;
- Ensuring that program designs reflect the shift to performance-based standards;
- Evaluating interstate reciprocity to ensure that the agreements uphold high standards, without discouraging entry to Washington; and
- Ensure that current standards support:
 - ▮ Focus on diversity in cultural knowledge and respect;
 - ▮ Use of technology in a global world;
 - ▮ Focus on applied learning; and
 - ▮ Personalization that allows for effective, meaningful connections with students.

State-level capacity and coordination in collecting and analyzing critical data for decision making

Educators and policymakers must have appropriate access to useful and comprehensive information about the educator workforce to inform policy development and analysis. Too often the answer to questions posed by the PESB regarding Washington's system of educator preparation and certification and the qualifications of our educator workforce has been “We don't know.” For example, no data currently exist that can tell us how many teachers providing instruction in

mathematics hold a major or minor in math, whether they hold the appropriate certification for teaching math, whether there is a relationship between student demographics or geographic location and qualifications of math teachers, and whether or not math teachers have access to high quality professional development. Washington lacks this and other critical data needed to inform policy development and to evaluate the effectiveness of implemented policies. This system must include:

- Development and implementation of an educator workforce data system to inform policy development and analysis;
- Implementation of electronic/online certification system and central repository of educator credential data; and
- Improved tracking and accountability related to planning and use of educator certification fees to support educator quality.

“Washington's existing data sources stop short of capturing all that matters in providing important facts about the teacher workforce and teaching quality.”

- University of Washington Report, 2003.²

Some of what we don't know:

- Whether and where teaching assignments match qualifications
 - Teacher qualifications related to student demographics by school
 - Location, quantity, frequency, types, and quality of professional development
-

Realistic strategies for ending out-of-field assignment

Greater access, opportunity, and system options for educators to become appropriately credentialed must be created statewide to eliminate the necessity for out-of-endorsement assignment. The best systems of preparation and certification are of little impact if educators are not assigned in the field in which they were prepared and certified. There are widely varying

opinions about the scope of out-of-field assignment in Washington, but the bottom line is, we don't really know. Washington State does not collect teacher assignment data related to endorsement or degree. We do know that Washington regulations related to out-of-endorsement assignments were created to allow needed flexibility, particularly for rural and remote districts having difficulty finding appropriately-credentialed teachers. We also know resoundingly from research that teachers possessing adequate understanding of the subjects they teach is critical to student learning. Yet the number of districts granting assignment waivers has increased by over 40% since 2000 and that it is a problem nationwide. Strategies must include:

- Data systems that track educator assignment and credentials;
- Limitations on the renewal of conditional certificates paired with options for conditionally-certified educators to become fully credentialed;
- A review and time limit on existing endorsement-related assignment policy in WAC;
- More options, access and incentives for educators to gain additional endorsements; and
- An examination of the influence of local hiring practices / local contract agreements related to assignment.

Recruiting large numbers of new candidates into teaching and mandating more rigorous training requirements for them will not solve the problem of underqualified teaching if large numbers continue to be assigned to teach subjects other than those for which they were trained.

– Ingersoll, 2002³

New standards and state system to guide approval and evaluation of providers of professional development that meet continuing education requirements

A state system of approved providers should help ensure that teachers have adequate access to high-quality professional development that will improve outcomes for students. Current standards for approving providers are minimal, and do not align with what is supported by research or promoted by the state. No central source of information exists on providers or opportunities, participant ratings of their offerings, or any other form of evaluation data.

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- *“Minimal standards exist”*
 - *“Quality not evaluated”*
 - *“Few prohibitions on courses”*
 - *“Almost anything is eligible”*

– Joint Legislative Audit and Review Committee (1995)⁴

Changes in Washington's system should include:

- Standards in WAC for all state-approved providers, reflecting: known research-based effective practices in professional development; the Washington Professional Development Guidelines; and alignment with Washington's certification standards for teachers, EALRs and GLEs.
- Support for the implementation of a web-based centralized professional development registry and evaluation system required for all state approved providers of professional development. The PESB examined systems in many other states and supports a system such as this that is consumer and market-driven and evaluated, as opposed to costly, heavy state-regulatory models or local systems, which require each school district to seek out, review and approve providers, an inefficient use of resources. The purpose of this system would be to establish a standards-based system for professional development offerings, assist teachers in making informed decisions regarding professional development offerings, and allow state oversight of providers through teachers' evaluations of offerings;

- Support interested districts and educators in effectively implementing the use of professional growth plans for certificate renewal. Professional Growth Plans, developed collaboratively between the educator, a peer, and a school or district representative allow greater flexibility in continuing education opportunities, as they are not restricted to only those offered by approved clock hour providers. They require explicit ties to school and district learning improvement goals; and
- Explore options for private school teachers and administrators to engage in the Professional Growth Plan process.

Enhanced access and expanded program delivery options for preservice educator preparation

A greater repertoire of options for educator preparation must be added to those that currently exist. There are still geographic regions in Washington State where individuals who wish to become educators lack reasonable access to a preparation program. Additionally, some individuals need greater flexibility in preparation program design to meet their needs. Options must include:

- Supporting institutions in implementing greater use of technology in preservice preparation; including greater use of online technology and strategies for more effective use of the K-20 network;
- Expanding alternative routes to teacher and principal certification and exploring an alternative route for school psychologists and speech-language pathologists;
- Expanding cross-institutional consortia as a delivery model for educator preparation as a means for enhancing geographic access;
- Developing “pipeline” programs for paraeducators with transferable associate degrees that allow them to remain employed while completing requirements toward teacher certification;
- Exploring an increased role for community colleges and ESDs;
- Ensuring that criteria for approving new preparation programs includes clear demonstration of how the program will expand current options, in terms of providing greater access and ability to address state goals and candidate needs; and
- Eliminating barriers for programs to transition to truly performance-based models, including:
 - Addressing the disconnect between course and credit requirements and performance-based requirements.
 - Transitioning from focus on course completion to identification of desired learner outcomes and means for assessing their attainment.
 - Identifying and disseminating exemplary practices in Washington and other states.

A systemic and strategic approach to educator recruitment

We must focus collective resources and efforts on targeting of state needs to address personnel shortages and to increase diversity. Washington is experiencing shortages, in some cases severe, in specific teaching subject areas, educator roles, and geographic regions of the state. Thus a targeted state systems approach to recruitment is needed and should include:

- Greater coordination and clarity of responsibility among all of the various entities, their programs and funding sources (e.g. Higher Education Coordinating Board, OSPI, State Board for Community and Technical Colleges, Council of Presidents, ESDs, others). OSPI's Professional Education and Certification Division, district/ personnel administrators and the HECB should annually convene the leadership of higher education educator preparation programs to discuss trends/projections in educator supply and demand and develop a collective strategy for impacting future enrollment;
- Collaborative efforts to combine district long-range forecasting of anticipated openings, associated field-based placements and cooperating/ mentor teachers needed with higher education strategic enrollment planning;
- Identification and elimination of unnecessary policy and practice barriers to entry into the professions;
- Increased and coordinated financial incentives for entering targeted education professions;
- Identification and evaluation of existing recruitment strategies that target different potential educator populations and direct state investment toward successful strategies; and
- Specific to efforts to recruit greater diversity into education professions, the PESB should:

- D Examine the effectiveness of systems of recruitment to determine whether they are reaching communities of color and encouraging students of color to pursue a future career in teaching. PESB should convene representatives of colleges of education to share information and best practices related to programs aimed at recruiting greater diversity in educator preparation programs.

A state-supported continuum of educator development that extends throughout an educator's career

A continuum of educator support is essential to ensuring the long-term success of our system of educator preparation and certification. Our best preparation and certification efforts are for naught if educators enter our schools feeling unsupported, experience ongoing obstacles to effective practice, and leave the profession. Effective support strategies that will retain high-quality educators must include:

- High-quality, sustained beginning teacher induction and mentoring including:
 - D Induction support of adequate length for ALL new educators.
 - D Research-based statewide standards for high-quality induction programs.
 - D Exemplary models.
 - D Clear links between beginning induction and professional certification and guidance for districts in creating better linkages.
 - D Expectations for mentor training that add consistency.
 - D Guidance for districts on designing and implementing high quality induction.
 - D Support for districts to reduce beginning educator class/case load.

- Support for the current workforce.
 - D Fund professional development that clearly supports a career continuum.
 - D Expand professional leadership development opportunities for principals.
 - D Provide financial incentives for educators to pursue advanced certification that clearly benefits student learning.
 - D Explore options for including private school teachers and administrators in state-sponsored professional development activities.
 - D Ensure equity of support for all educators regardless of economic status of their school/district.
- Re-align compensation with state system expectations.
 - D Because Washington's new system is performance-based, it is no longer linked to course and credit requirements on which the Salary Allocation Model is based. The salary allocation model needs to be restructured to better reflect attainment of various levels of the state certification requirements.
 - D Recognize non-school experience of ESAs and Plan 2 Career-Technical Education Teachers on the salary schedule. Currently professionals in these fields with many years of non-school experience receive no credit on the salary schedule for this experience.

Continue improvements in implementation of the professional certificate for teachers, including:

- Information / communication to preservice candidates from preservice programs and from districts to newly hired teachers raising awareness and understanding of professional certificate requirements;
- Consistent statewide standards for assessing performance against pro-cert standards / agreed-upon standards for evidence;
- Assessing impact of professional certification on teaching practice and student learning;
- Greater clarity and consistency related to program requirements across all programs;

- Equitable access to, choices, and cost of programs statewide. Appendix A contains a table displaying program options, cost, and credits of each pro cert program. Appendix B contains a map showing the range of program reach. Tuition ranges from \$800 to \$3,950 depending on the institution and type of program. The average cost for “certification only” programs is \$1,572;
- Out-of-state experienced teachers – what should be required? Continued exploration of the potential reciprocity with other states’ second tier license;
- Consistency in Professional Growth Plan format across programs;
- Clarity regarding role of the Professional Growth Team;
- Financial burden to teachers without subsequent financial gain; and
- Alignment between requirements for professional certification and district/school learning improvement plans.

Some of the needs we have identified imply significant course-correction; but much is also movement along a continuum of continuous improvement. As the Legislature charged us to do, the PESB will use these identified system strengths and weaknesses to formulate a strategic plan that will guide our future study and policymaking. We will work with the Governor, Legislature, Superintendent of Public Instruction, and key stakeholders to uphold our mission of ensuring a system that supports the highest possible standards of practice for all Washington educators.

To provide background and context for the system strengths and weaknesses we’ve identified in this section, the remaining sections of the report provide a detailed profile of Washington’s current system of educator preparation and certification.

WASHINGTON'S SYSTEM OF PREPARING AND CERTIFYING EDUCATORS

OVERVIEW / BACKGROUND

Mirroring K-12 education reform, beginning in 1997, Washington's system of educator preparation and certification has undergone significant changes and continues to transition from a system based on course and credit requirements to a performance-based system requiring demonstration of competency against uniform state standards for preparation programs and certification candidates. This transition began with new preparation program standards and two-tier certification requirements for teachers, as of 2000.

Table 1 depicts the shift over time of requirements for teacher certification from course and credit-based to performance-based.

Building on this, implementation of new requirements for administrators began in 2004, followed by educational staff associates in 2005. This staggered approach has been prudent, in that as the new system for teachers has been implemented, valuable implementation insights have yielded changes and improvements for other parts of the system.

TABLE 1 - Teacher Certification Requirements

	Pre-1987	1987 – 2000	Current
First-Tier Certificate	Provisional Certificate Completion of uniform sequence of course requirements leading to certificate. No endorsements; could be assigned to teach any subject	Initial Certificate Completion of uniform sequence of course requirements leading to certificate and subject endorsement(s)	Residency Certificate (effective 2000) Attained by performance-based demonstration of state-defined knowledge and skill standards, including positive impact on student learning
Second-Tier Certificate	Standard or Unendorsed Continuing Certificate – 45 post-baccalaureate credits	Continuing Certificate Any master's degree or 45 post-baccalaureate credits	Professional Certificate (effective 2001) Completion based on demonstrated competency against uniform standards. [approx. 15 quarter credits]
Continuing Education	No state requirements, but continuing education required for salary advancement	Any 150 clock hours or 15 quarter credit hours every 5 years	150 clock hours or 15 quarter credit hours every five years that are aligned with knowledge and skill standards and/or salary-related criteria, such as school's improvement plan

Washington certifies the following categories of education professionals:

1. Teachers
2. Administrators (principals, program administrators, and superintendents)
3. Educational Staff Associates (including school counselors, school psychologists, school speech and language pathologists and audiologists, school social workers, school nurses, school physical therapists, and school occupational therapists)

All educator certificates require the individual to meet an age requirement of 18, and to meet requirements for “moral character and fitness”, which includes a fingerprint and background check screened by the Washington State Patrol and FBI.

Washington State actually issues a large number and types of educator certificates, not all of which are required by the state, but may be desired by employing districts. For example, school district superintendents are not required to be certified in order to serve in that role. However, most districts seek candidates who hold state certification. For purposes of this report, which strives to analyze the larger system of preparation and certification, we will focus on policy issues related to the categories of certificates issued by far the most frequently: teachers, principals, and educational staff associates. Policies affecting these certificates have implications for all types of certificates issued.

Typically a quarter to a third of educators being issued their first Washington certificate completed educator preparation programs in other states. Oregon (336) and California (208) are by far the source of the largest numbers. For 03-04, individuals seeking teacher certification from other countries (87) falls in third place, well above Idaho (78), Montana (59), Arizona (56), and all other states. See Table 2.

State Certification Requirements Versus State Preparation Program Requirements

Whether an individual completed a preparation program in Washington or completed a program in another state, certification requirements apply to both in-state and out-of-state applicants. From a policy perspective, it is important to differentiate certification requirements, which apply to all, from Washington preparation program requirements, which apply only to educators prepared in Washington State. The next section outlines state certification requirements. The section following this outlines Washington preparation program requirements.

TABLE 2 - Total First Issue Certificates Issued July 1, 2003 - June 30, 2004

	Total	In State	Out-of-State
Teacher	4,953	3,694	1,259
Principal	522	444	78
Educational Staff Associate	547	396	151
TOTAL	6,022	4,534	1,488

EDUCATOR CERTIFICATION

INITIAL LICENSURE

Certification Requirements for Teachers

Under the current system, candidates for the residency teacher certificate in Washington State are required to:

- Hold a bachelor's degree from a regionally accredited college/university.
- Complete a state-approved teacher preparation program at a regionally accredited college/university that includes teaching methodology and internship.
- If completing a non-college-based state-approved teacher preparation program, verify at least 3 years of K-12 teaching experience outside Washington.
- Pass a test of basic skills (WEST-B) in reading, writing, and mathematics for admission into a teacher preparation program and a test of the subject knowledge they will teach (WEST-E). Out-of-state applicants must pass the basic skills and subject knowledge tests within 12 months of receiving a temporary permit.

Career and Technical Education Teachers (Agriculture, Marketing Education, Business Education, Family and Consumer Sciences, and Technology Education) who will be employed in a classroom with enhanced career and technical education funding have an additional requirement of 2,000 hours of paid occupational experience in the CTE subject area for which certification is sought. Another type of Career and Technical Education Certificate allows individuals with significant occupational experience (6,000 hours) in a specialized area to teach, provided they complete a “business and industry route” state approved program offered through a community college or four-year higher education institution.

By what means do current certification requirements for teachers ensure adequate subject knowledge?

Prospective teachers in Washington State earn subject matter “endorsements” on their teaching certificates. Generally, this means the baccalaureate degree(s) held must be closely related to the subject area(s) to be taught. Washington has 33 sets of “endorsement competencies”; one for each endorsement as shown in Table 3. These are essentially the standards for what teachers should know and be able to do for various teaching assignments. They are based on national content standards and related to Washington’s Essential Academic Learning Requirements for students. Prospective teachers must demonstrate they meet the knowledge and skill competencies for each endorsement they earn. Both prospective teachers

in Washington preparation programs and teachers from other states seeking certification in Washington must also pass the state-required subject knowledge assessment (WEST-E) for each endorsement they earn. Veteran teachers can add subject endorsements to their teaching certificates by passing the WEST-E, the WEST-E plus a classroom observation, using the performance-based pedagogy assessment that is used by all Washington teacher preparation programs, or by completing a higher education endorsement program. Options are dependent on how similar the endorsement they wish to add is to the one they currently hold.

TABLE 3 - Endorsements on Teaching Certificates

All Levels: Bilingual Education Designated arts: Dance Designated Arts: Theatre arts Designated Arts: Music – General Designated Arts: Music – Choral Designated Arts: Music – Instrumental English as a Second Language Health / Fitness Library Media Reading Special Education Early Childhood: Early Childhood Early Childhood Special Education Elementary Education (K-8) Middle Level: Middle Level—Humanities Middle Level—Math/Science	Secondary Level: Designated Science: Biology Designated Science: Chemistry Designated Science: Earth Science Designated Science: Physics Science English Language Arts Mathematics History Social Studies Traffic Safety Designated Career and Technical Education (CTE): Agriculture Designated CTE: Business Education Designated CTE: Family and Consumer Sciences Designated CTE: Marketing Education Designated CTE: Technology Education
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By what means do current certification requirements for teachers ensure adequate pedagogical / instructional skills?

Washington State preparation programs are required to assess and verify that all prospective teachers have met the required instructional skills competencies required for certification using a variety of measures, including a uniform performance-based pedagogy assessment. Included in the evidence that prospective teachers have met these standards must be documented evidence of positive impact on student learning. Unlike assessment of subject knowledge, however, there is no single pedagogy assessment required

for both in-state or out-of-state teachers seeking a Washington certificate. State WAC requires Washington approved teacher preparation programs to administer a uniform performance-based pedagogy assessment to all candidates as a condition of program completion. Teachers from out-of-state seeking certification in Washington are presumed to possess adequate pedagogical/instructional skills necessary for certification if they have completed a program approved by another state, or possess that state's full teaching certificate and possess at least three years of teaching experience.

Certification Requirements for Principals

Under the current system, candidates for residency principal certification in Washington State must have:

- Earned a master's degree from a regionally accredited college/university.
 - Completed a state-approved college/university administrator preparation program in the administrative role (or program administrator).
 - **OR** (if no state-approved college/university program)
Completed three years' experience in the administrative role at the K-12 level while holding a regular certificate issued by another state.
 - Hold or have held a teaching certificate or ESA certificate.
 - Verification of successful school-based instructional experience in an educational setting.
-

By what means do current certification requirements ensure ability to provide school leadership / serve as an instructional leader?

The current requirement that individuals seeking principal certification possess successful school-based instructional experience is intended to ensure that they have the foundation to serve as instructional leaders. Principals completing a preparation program in Washington State are required to complete an assessment process that is benchmarked against state standards for principal preparation. Principal

preparation program standards for Washington State are aligned with national standards and emphasize leading for student learning. The standards articulate what administrators should know and be able to do to improve schools and increase student learning.

Individuals from out-of-state seeking principal certification in Washington are presumed to possess adequate skills necessary for certification if they have completed a program approved by another state or possess that state's principal certification and have three years of experience in that role.

Certification Requirements for ESAs

ESAs include school counselors, school psychologists, school social workers, school nurses, school physical therapists, school occupational therapists, and school speech language pathologists and audiologists. Under the current system, candidates for ESA residency certification must:

1. Hold the appropriate degree.
2. Complete a state-approved program in the following roles: school counselor, school psychologist, school social worker,
OR
Certificate from another state + three years experience in the role (applies to all roles),
OR
Completion of Initial ESA Certification Course (only for Occupational Therapist, Physical Therapist, School Nurse, or School Speech Language Pathologist or Audiologist)

The three categories of ESAs required to complete state-approved programs (school counselor, school psychologist, and school social worker) are those roles for which Washington has approved preparation programs for school-based practice, and thus holds similar requirements for those individuals coming from other states. The state does not approve programs specifically designed to prepare occupational therapists, physical therapists, school nurses, speech-language pathologists or audiologists for school practice. Requirements for the five other types of ESA roles are, for the most part, those role-specific requirements of a national accrediting body and/or another state licensing agency that are required for professional practice in any setting. For school-based practice, these ESAs are required to complete 30 clock hours (3 quarter / 2 semester credits) of coursework that includes human growth and development, the role of schools in society, school law and legal responsibilities of ESAs, and the ESA role in a school setting, including their role with regard to state learning goals and essential academic learning requirements.

Limited Certificates

Washington issues seven types of limited certificates that apply to specific circumstances. In general, these types of certificates specify requirements to serve as a substitute, or are aimed at assisting school districts that are having difficulty finding appropriately-certified individuals, or wish to employ an individual of

exceptional or unusual talent who does not possess certification.

Washington issues a relatively small number of limited certificates compared to other states, as indicated by available data for teachers. Across all states, in 2003-2004, teachers on limited certificates comprised 3.5% of the total workforce; 5.2% in high-poverty districts. In Washington State, teachers on limited certificates comprise only 0.4% of the total workforce; 0.7% in high-poverty districts.

The frequency of issuance of Emergency and Conditional Certificates would be the most important to monitor because they permit annual employment contracts for individuals to serve as teacher-of-record. The most recent data from OSPI indicates that conditional certificates comprised only 1.2% of the 57,000 teachers employed in Washington public schools, and emergency certificates comprised less than one-half of one percent. As shown in Table 4, for the most part, numbers and increases in these certificates reflect those teaching subject areas and educator roles in which the state is experiencing shortages, such as special education, math, and school psychologists. However, there are some that are more difficult to explain, such as the relatively high number of elementary education teachers on conditional certificates, given the large supply of fully-credential elementary educators statewide. Emergency certificates are issued to individuals who have “substantially completed” their preparation programs and may not be renewed after one-year. Refer to Table 5 for

information related to Emergency Certificates issued in 2003-04. Conditional certificates, however, may be renewed indefinitely, provided that the district verifies their continued inability to find a fully credentialed educator and that the individual and district provide assurances that other requirements (such as continuing education) will be met. It is likely that frequency of issuance of conditional and emergency certificates will

continue to decline in Washington State given federal requirements through the No Child Left Behind and Individuals with Disabilities in Education Acts, which do not consider educators practicing under conditional or other types of temporary certificates as being “highly qualified”.

Table 4 - Endorsements on Conditional Certificates 2002-03 and 2003-04

Endorsement	'02-03	'03-04	+/-	Endorsement	'02-03	'03-04	+/-
Agriculture	1	1	0	Latin	-	1	+1
Amer. Sign Lang.	3	2	-1	Learn. Res.	3	2	-1
Arabic	-	2	+2	Library Media	-	2	+2
Art	6	5	-1	Mathematics	11	7	-4
Basketball Coach	1	1	0	Middle Level	-	1	+1
Bilingual Education	10	2	-8	Music	13	14	+1
Biology	1	2	+1	Physical Educ.	4	3	-1
Business Ed	1	1	0	Physics	1	1	0
Chemistry	-	3	+3	Reading	3	1	-2
Chinese	1	1	0	ROTC Instr.	19	10	-9
Choral Music	4	1	-3	Salish	-	1	+1
Comparative Relig.	-	2	+2	School Nurse	16	4	-12
Computer Science	-	1	+1	SLP/Aud.	4	17	+13
Dance	8	7	-1	Science	8	6	-2
Drama	5	-	-5	Soccer Coach	2	-	-2
Early Childhood Ed	3	4	+1	Social Studies	1	3	+2
Early Child Spec Ed	2	2	0	Spanish	9	10	+1
Elementary Educ.	16	12	-4	Special Educ.	34	28	-6
English Lang Arts	5	4	-1	Speech	1	-	-1
ESL	5	6	+1	Student Advisor*	1	-	-1
French	4	1	-3	Swim Coach	-	1	+1
German	-	1	+1	Technology Ed	2	3	+1
Health	1	1	0	Traffic Safety Ed	7	6	-1
Instructional Tech	2	1	-1	On-street Instr**	31	24	-13
Instrumental Music	3	3	0	Simulation***	1	1	0
Japanese	10	9	-1	Volleyball Coach	1	2	+1

* Student Advisor may indicate one of various roles (e.g. cheerleader advisor, etc.)

** On-Street Instruction Only permits individuals to instruct behind the wheel, but not to teach the class.

*** Simulation Only permits individuals to instruct using a simulator, but not to teach the class.

Source: OSPI 2003-2004 Certificates Issued and Personnel Placement Statistics.

Table 5 - Endorsements on Emergency Certificates 2003-04

Emergency Teacher Certificates	2002-03	2003-04	Change
Early Childhood Education	1	1	0
Early Childhood Special Ed	-	3	+3
English as a 2nd Language	-	1	+1
English Language Arts	2	2	0
Elementary Education	4	9	+5
German	-	1	+1
Mathematics	3	7	+4
Middle Level	-	1	+1
Music	1	1	0
Physical Education	-	1	+1
Physics	1	2	+1
Science	4	5	+1
Social Studies	-	1	+1
Spanish	-	2	+2
Special Education	2	15	+13
Emergency ESA Certificates			
School Counselor	13	7	-6
School Psychologist	25	21	-4
School Social Worker	6	1	-5
School Speech Language Pathologist/ Audiologist	6	2	-4
Emergency Administrator Certificates			
Principal	6	4	-2

Source: OSPI 2003-2004 Certificates Issued and Personnel Placement Statistics

CONTINUED LICENSURE REQUIREMENTS

As mentioned in the introduction, the purpose of requiring certification for educator practice is to ensure that entry-level educators meet the qualifications necessary to effectively perform their role. Thus, when educators receive their first certificate, they are expected to possess skills that are necessary, but not sufficient for their longer-term career. Therefore, the other purpose of certification is to support the continued professional growth and competencies of educators throughout their career via continued licensure requirements.

Washington State requires a second-level certificate for teachers, principals and ESAs, as well as ongoing continuing education requirements to maintain certification.

Second-Tier Certification

For many years Washington has required a second level of certification for educators with accumulated experience as described in Table 6.

TABLE 6 - Second-Tier Certification Requirements

Teachers	Pre-1987 45 post-baccalaureate credits	1987 – 2000 Continuing Certificate Any master's degree or 45 post-baccalaureate credits	2001-Present Professional Certificate ■ Completion based on demonstrated competency against uniform standards.
Principals	Pre-1998 Continuing Certificate: <ul style="list-style-type: none"> ■ 180 days contracted service as a principal ■ Issues of abuse coursework 	1998 - Current Continuing Certificate: <ul style="list-style-type: none"> ■ 3 years experience ■ Issues of abuse coursework ■ Verification of 15 quarter hours (10 semester hrs) or 150 clock hours, or equivalent, of graduate course work (in consultation with and approved by employer) based on performance domains included in WAC 180-78A-270(2) 	Post 2006 Professional Certificate (under development)
ESAs	Current Continuing Certificate: <ul style="list-style-type: none"> ■ 180 days experience ■ (for counselors, psychologists, and social workers) a written, comprehensive exam relevant to the field of specialization, peer review, and master's degree ■ (for nurses, physical therapists, occupational therapists, speech language pathologists and audiologists) differing, specified credit hours of coursework required for each 		Post 2006 Professional Certificate (under development)

The professional certificate for teachers is the first performance-based second-tier educator certificate implemented in Washington to date. Principal professional certification is under development, with rule adoption consideration anticipated in 2006. Discussion regarding ESA professional certification has just begun, with potential rule adoption consideration in 2006 as well. Lessons learned from implementation of the professional certificate program for teachers will be critical to implementation of professional certification for principals and ESAs.

Teacher Professional Certification

As part of the change to a performance-based system of educator preparation and certification aimed at helping teachers implement Washington's student learning goals and the EALRs, the State Board of Education established the professional certificate as the new second tier certificate required for Washington teachers in 2000.

In general, a professional certificate program consists of:

- Demonstrated competence in three standards (Effective Teaching, Professional Development, and Professional Contributions) and demonstrated positive impact on student learning. All approved professional certificate programs address a common set of performance indicators and products that candidates will present as evidence of competence.
 - In general, all programs consist of 15 quarter (10 Semester) credits.
 - All programs follow the same sequence: Pre-Assessment Seminar, Core, Culminating Seminar.
 - Candidates develop a Professional Growth Plan (PGP) during the Pre-Assessment Seminar that serves as a roadmap or blueprint for their professional growth work during the Core.
 - A Professional Growth Team, comprised of the candidate, a colleague specified by the candidate, a college/university advisor, and a district representative, provides feedback and approves the PGP.
 - After the PGP has been completed, a Culminating Seminar concludes each program, during which the candidate presents the products that demonstrate standards have been met and that the candidate has had a positive impact on student learning.
- Once a teacher is fully contracted (no longer on provisional status), she/he generally has five years to enroll in a professional certification program. Depending on their experience and background, experienced teachers from out-of-state may document meeting the professional certificate standards/criteria during the Pre-Assessment Seminar without having to enroll or participate in a full professional certificate program. Teachers who possess certification through the National Board for Professional Teaching Standards are automatically awarded the professional certificate. Teachers who have achieved second-tier licensure in the state of Oregon are also awarded the professional certificate.
- The professional certificate differs from the previous second-tier certificate (the continuing certificate) in several important ways:
- The professional certificate is student-oriented, performance-based activities rooted in school and district learning improvement goals as opposed to earning 45 post-baccalaureate credits.
 - The foundation for the standards and the criteria that underlie the professional certificate are based on professional literature from research and best practices.
 - The professional certificate standards and PGP format are intended to be consistent across programs.
 - The PGP, which defines the substance of the teacher's professional certificate program, is intended to reflect the candidate's teaching context and requires the candidate to provide evidence demonstrating a positive impact of his/her teaching upon student learning.
 - The professional certificate relies heavily on the production of a school/classroom-based portfolio.
 - The process requires collaboration among members of the professional growth team to reach consensus regarding the content – course work, experiences, competencies, knowledge and skills of the candidate's PGP.
 - The professional certificate is intended to be a coordinated package that includes courses, internships, experiences, district inservice and projects designed to achieve the goals of the candidate's PGP.
 - Teachers in private, as well as public, schools have the opportunity to benefit from a coordinated approach to second-tier certification.

One of the aspects of the professional certificate that is both touted and criticized is that all teachers under the new certification system, (those that hold a residency certificate) whether they completed their teacher preparation and became certified here in Washington, or were prepared and have many years of experience in another state, must meet the requirements of the professional certificate. The clear benefit of this is that meeting the standards for the professional certificate requires teachers prepared in other states to acquire and demonstrate the ability to positively impact student learning by Washington's standards. This mediates some of the concerns about interstate reciprocity presuming equivalent quality of preparation and certification in other states. The criticism is twofold: 1) It may be an unreasonable or unnecessary expectation and process for experienced out-of-state teachers, especially those who have achieved second-tier certification in their state, and serve as a disincentive for practice in Washington; and 2) Although the professional certificate criteria and standards are based on research and best-practices, no clear data yet exist to link attainment of the professional certificate with benefit to the experienced teachers' practice or their students' learning.

Status of Implementation

Currently, 18 higher education institutions offer the professional certificate. Appendix B shows the location and reach of these programs. Per legislation passed during the 2005 session, the PESB will be required to provide criteria for the approval of educational service districts, beginning no later than August 31, 2007, to offer programs leading to professional certification.

Over the past year, activities to improve implementation included:

- Additional time for candidates to complete professional certification requirements;
- Full-time professional certification coordinator hired at OSPI;
- Increased communication, including a newsletter and regional informational meetings; and
- Review and revision of standards and criteria.

Voluntary National Certification

Teachers

National Board Certification for teachers through The National Board for Professional Teaching Standards, while not a required component of Washington's system of educator certification, has been the focus of some investment of state resources and is acknowledged in state policy. Teachers who achieve National Board Certification are automatically granted Washington's Professional Teaching Certificate. This is primarily applicable to out-of-state national-board certified teachers who move to Washington State. National Board Certification is voluntary certification defined by high and rigorous standards of what highly accomplished teachers should know and be able to do, and thus is deliberately designed to apply to only the most accomplished professionals. National Board Certification is available in 27 different subject areas or specialties spanning grades K through 12 and includes an Exceptional Needs certification that spans birth through age 21.

The certification process is performance-based and consists of two phases:

- a portfolio of videotaped classroom teaching, lesson plans and student work samples to show the teacher's impact on student learning; and
- demonstration of subject-area knowledge, classroom practices, curriculum design and student learning in a written assessment.

The process is rigorous and takes approximately one year to complete. Approximately half of the teachers pass all the standards on the first try. Washington has a higher than average pass rate compared to other states. If a teacher fails on the first try, successful assessment entries can be "banked" and resubmitted during the following two years. Eighty-five percent pass within three years. As of Fall 2005, 585 Washington teachers have achieved National Board Certification. NBPTS has accumulated a research base of studies indicating a positive impact of National Board Certification on student achievement.

The fee to the candidate for this process is \$2,300. Private foundation funding has been available in Washington State to defray this cost, but the future of this funding is uncertain. The Legislature began funding pay bonuses for National Board Certified

teachers in the 1999-2000 school year at 15 percent of pay. Starting in the 2000-01 school year, the bonus was changed to a flat amount of \$3,500 per year and it has remained at that level. More than 25% of districts also invest local funds in supporting National Board candidates.

Educational Staff Associates

All seven categories of educational staff associates also have national certification programs, but they vary considerably in terms of rigor, ranging from one requiring a multiple choice test to others that require extensive clinical fellowship and rigorous assessment. Another key difference of national certification for ESAs is that while national board certification for teachers is entirely voluntary, there is significant overlap in the requirements for ESA state and national certification. Each ESA group has requested the state to use national certification requirements to ensure highest quality and to ensure no differentiation in standards for school-based practice versus practice in other work settings. Washington State provides no fee support or pay bonus related to ESAs in public school service who achieve national certification.

Certificate Renewal: Continuing Education Requirements

For the most part, in order to maintain their certification, educators participate in professional development that yields continuing education credit hours (clock hours) or higher education credits. Accumulation of clock hours or credits also advances educators on the salary schedule. While about 17% of teachers in Washington still hold an earlier, standard, certificate that does not require continuing education for maintenance of their certificate, most educators are required to maintain their certificate with 150 continuing education credit hours every 5 years.

In order to count for purposes of meeting continuing education requirements and to advance on the salary schedule, continuing education clock hours or credits must be obtained from a state-approved provider.

Who can award continuing education clock hours / credits?

- School Districts
- Educational Service Districts (ESDs)
- Approved Private Schools

- State Agencies
- Colleges/Universities
- Professional Organizations (nonprofit with board of directors)

How do these entities become state-approved providers?

- Submit an annual “assurance of compliance” form to OSPI declaring that they are in compliance with standards for inservice providers (see Appendix C);
- Maintain required records for 7 years related to each inservice program offering, for inspection by OSPI should complaints warrant; and
- Prior approval of the board, commission, or committee governing the inservice provider, based on whether they’ve met inservice provider standards.

What are state standards for continuing education providers?

Current WAC 180-85-200 specifies the following as standards for providers of continuing education credits:

- Written objectives for each program offered;
- Agenda that clearly delineates topics, date, time, and names and qualifications of instructors;
- Instructors with appropriate expertise;
- Program materials available to all participants;
- Evaluations compiled and kept for 7 years;
- Regular analysis and report of success of programs offered to the governing body of the provider;
- OSPI staff must be permitted to attend any inservice; and
- Forms for claiming clock hours must be provided.

How are continuing education providers evaluated?

WAC also specifies that approved inservice providers are required to solicit participant evaluation of each program, including their evaluation of:

- Extent to which program matched written objectives;
- Quality of physical facilities;
- Quality of oral presentation;
- Quality of materials provided; and
- Suggestions for improvement, if it will be repeated.

A 1995 report by the Joint Legislative Audit and Review Committee (JLARC) that evaluated Washington's system of approving inservice providers concluded that:

- “Minimal standards exist”;
- “Washington [OSPI] screens the inservice provider, and once approved, all of their courses count as inservice credits. Other states appear to approve individual courses for approval or by the individual teachers submitting courses for approval”;
- OSPI charged with investigating complaints. One complaint between 1987 and the 1995 JLARC report;
- OSPI audits providers “on a selective basis”. In 1992 a statewide audit was conducted and “some providers had approval status revoked due to the fact that they either did not keep the necessary records or they simply did not respond to the request for audit information”; and
- “Quality not evaluated” “few prohibitions on courses” “almost any course eligible”.⁵

A 2003 University of Washington report commissioned by the Center for Strengthening the Teaching Profession (CSTD) found:

“Put simply, the continuing education system treats virtually anything as suitable ‘continuing education’ for teachers, as the number of approved providers is vast and highly varied. Continuing graduate education, as well, can cover a multitude of educational experiences, some related directly to teaching but many not. In short, these investments in professional learning often have little to do with the purposes of the state’s educational reform or specific learning needs of teachers.”⁶

Educational Service Districts, one of the larger providers of continuing education clock hours, have additional approval criteria and quality control standards for those clock hour offerings that operate under their approved provider status. In many cases, these include criteria related to how the inservice will relate to EALRs and how it will positively impact student learning. This practice by ESDs is voluntary, however, as there are no state requirements related to these additional criteria and quality control. This also varies across ESDs, as there are also no guidelines or criteria common to all ESDs. Appendix D contains a sample clock hour provider approval form and approval criteria from one ESD.

As the first group of teachers seeks renewal of their professional certificate in 2005, they will have the added requirement of selecting clock hours that align with professional certificate knowledge and skill standards or with salary-related criteria, such as their school’s improvement plan, or their current or anticipated assignment. Similarly, newer certificate renewal requirements for principals and ESAs require alignment with standards and practice.

This is an important shift. Education reform demands a radically different conceptualization of professional development for teachers. Professional development is most successful when it is results-driven and job-embedded, focused on goals for student learning that are based on assessment of the unique strengths and challenges of a particular school and its community. At its most useful level, professional development is no longer an event – a workshop or one-day training – but an ongoing process with a wide variety of activities, such as study groups, coaching, mentoring, action research, curriculum development and joint lesson planning. Its ability to have a lasting effect depends on the continuity between what is learned and what happens in the classroom. It is also far less focused on individual teacher interests and activities, and more on needs of entire staff and collaborative change and improvement.⁷ As Washington School Research Center Director Dr. Jeffrey Fouts observes, this creates a significant challenge for education reform in that it requires teachers to make a significant shift from a culture of individualism to a collaborative focus on school-wide improvement.⁸ This is particularly significant in the context of an individual maintaining their certificate, which is viewed as a property right, through their choice of continuing education. Another significant shift across the country is that state policies and investments in professional development reflect the expectation that there be a demonstrated, direct link to improved student learning.

Education reform demands a radically different conceptualization of professional development. This is particularly significant in the context of an individual’s continuing education for maintaining their certificate, which has long been viewed as an individual property right, through their choice of continuing education.

Table 7 depicts the lack of relationship that clearly exists between what we know about qualities of high quality professional development and the current standards by which the state approves and evaluates providers of professional development that meets continuing education requirements for certificate renewal. For example, the current evaluation criteria of “extent to which program matched written objectives”,

“quality of physical facilities, oral presentation and materials provided” not only imply an outdated “events model” of professional development, they are not useful in evaluating the most important aspects of professional development, such as degree to which it focuses on improving student learning goals and school and district improvement efforts.

TABLE 7 - Inservice/Professional Development Standards and Evaluation Criteria

<p>Inservice Education Approval Standards (WAC 180-85-200)</p> <ul style="list-style-type: none"> ■ Written objectives for each program ■ Agenda with topics, date, time, names and qualifications of instructors ■ Instructors have appropriate expertise ■ Program materials available to all participants ■ Compile evaluations; keep for 7 years ■ Administrator of program analyze its success; reporting findings to governing body that oversees provider ■ OSPI staff must be permitted to attend any inservice ■ Provide forms for claiming clock hours <p>Inservice Education Program Evaluation Criteria (WAC 180-85-200)</p> <ul style="list-style-type: none"> ■ Extent to which program matched written objectives ■ Quality of physical facilities ■ Quality of oral presentation ■ Quality of materials provided ■ Suggestions for improvement, if it will be repeated 	<p>Professional Development Standards (design)⁹</p> <ul style="list-style-type: none"> ■ Focused on Students ■ Tailored to the Needs of Each Educator ■ Supports Teacher Certification ■ Supports School and District Improvement Efforts ■ Aligned with WA EALRS ■ Aligned with federal requirements <p>Research Based Effective Practices in Professional Development (content)</p> <ul style="list-style-type: none"> ■ Uses Multiple Sources of Data ■ Deepens Content Knowledge or Pedagogy ■ Promotes equity for all Students ■ Is Long-term and Adequately Resourced ■ Develops Leadership Capacity ■ Builds Broad-Based Support ■ Includes Program Evaluation
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Does current policy adequately guide educator choices related to continuing education?

Contrary to ill-informed anecdotes about questionable continuing education choices made by teachers, there is every indication that given the choice between high quality professional development and lesser quality, teachers want high-quality, relevant professional development. The challenge is adequate information about, access to, and time to participate in high quality continuing education.

PESB members agree that “word gets around” related to professional development opportunities that are good and those that are bad, and that what their districts or ESDs are providing is generally valuable and high-quality. However, from a state systems perspective, it is difficult to assess statewide need

as to whether and where educators have access to appropriate and relevant continuing education; and thus it is difficult to target incentives to participate in an unknown market. Washington State does not systematically collect and report statewide data related to the quality, quantity, access to or satisfaction with state-approved inservice professional development.

Washington State has no system for tracking the quality, quantity, access to or satisfaction with state-approved inservice professional development. No central source of information on providers, ratings, or recommendations by consumers exists.

- PESB “Math Teachers Count” Report, 2004¹⁰

No central source of information on providers, ratings, or recommendations by consumers exists. Related to any particular subject area or focus, there are no statewide data related to how much professional development in that area is available, where it is available, or any indicators related to quality.

What are the implications for changes in the state role/system of approving providers of inservice professional development for certificate renewal?

The most important characteristic of a state system for approving providers is that it helps ensure teachers have access to high-quality professional development opportunities that will improve learning outcomes for students. Guidance to districts in designing and implementing local professional development, like that provided in the Washington State Professional Development Guide, is an important part. In terms of approval of inservice professional development providers, states vary considerably in their approach, with differing implications for required state capacity and degree of quality control. Some rely heavily on state-controlled compliance and regulation, while others delegate all decisions related to professional development to local school districts.

The most important characteristic of a state system for approving providers is that it helps ensure teachers have adequate access to high-quality professional development opportunities that will improve outcomes for students.

OSPI has developed a proposal for a market-based approach to state management and communication about professional development opportunities that meets the standards put forth in the Washington State Professional Development Guide. This system would include a centralized web-based format through which potential providers seeking state approval to award

clock hours needed for continuing teacher certification register their offerings, specifying how each offering meets state standards. The aspect of OSPI's proposed system that differs from those of other states studied by the PESB is that it is a system that proposes to rely on teacher "consumer" ratings to determine evaluation and continued approval of providers, rather than state agency evaluation and audits.

Use of Professional Growth Plans for Certificate Renewal

Overall, Washington needs to move away from a model of continuing education which restricts the professional development educators can apply to their continuing certification requirements to only those that yield clock hours / are provided by an approved clock hour provider. This perpetuates an event model of professional development and excludes many rich professional development activities that do not yield clock hours. Washington WAC now allows interested teachers, ESAs and principals, with the support of their district, to use professional growth plans for certificate renewal. Many confuse the term "professional growth plans" with the "professional growth option" that districts may use to evaluate educators per RCW 28A.405.100. Professional Growth Plans, like those now familiar to candidates in residency and professional certification programs, are developed through a process by which an educator, with consultation from a peer and school/district representative, assesses her/his own professional development needs; identifies/defines the activities to meet them; and documents successful completion in order to renew her/his certificate. This allows for far greater flexibility in continuing education opportunities, and, most importantly, requires explicit ties to school and district learning improvement goals. The Professional Growth Plan process can strike a balance among an individual's desired professional growth, goals of their school and district, and professional growth that aligns with state certification standards. Appendix E contains the professional growth plan template that is required for educators pursuing this option of certificate renewal.

CERTIFICATION REQUIREMENTS VERSUS ASSIGNMENT POLICY

How often and where are teachers practicing out-of-field / without the appropriate credential? Does current policy appropriately restrict / assist districts with out-of-endorsement assignments?

State policy related to educator policy tends to take a “deficit” perspective. That is, it tends to assume that the occurrence of under-qualified educators is entirely due to the qualifications of the educators themselves. Policy-makers often fail to consider the ways that

the state, districts and schools, through processing of certification, hiring and placement, play a large role in determining whether an educator can be successful in their job.

Under the current requirements for certification, WAC provides districts a fair degree of latitude in assignment of teachers. Table 8 lists conditions under which districts may assign teachers to teach out of the field for which they hold an endorsement.

TABLE 8 - Out-of-Endorsement Assignment Criteria

■ Teachers with standard or unendorsed certificates may teach any subject or grade (pre-1987 certificates held by 17% of practicing teachers)
■ Teachers with a K-8 endorsement may be assigned to teach any subject K-8 [regardless of content preparation in that/those subject(s)]
■ Any teacher who has completed 24 quarter hours of study in a content area grades 4-9 may be “assigned to teach that course even if the teacher does not hold an endorsement in that area”
■ Any teacher may be assigned to a middle school/junior high block if endorsed in one of the subject areas in the block and has/will complete nine quarter hours in each of the subjects.
■ Teachers may be assigned in accordance with the “endorsement-related assignments” established by the State Board of Education. (e.g. science may teach algebra or calculus)
■ Local districts may assign any teacher out-of-endorsement for up to two-periods / day, provided that the district <ul style="list-style-type: none"> ▸ Provides assistance, “planning and study time” associated with the out-of-endorsement assignment ▸ Does not count evaluation in out-of-endorsement assignment for purposes of denying contract renewal ▸ Receives approval from the local school board for the out-of-endorsement assignment ▸ Reports the out-of-endorsement assignment to the State Board of Education
■ Beyond the above provisions, districts may seek case-specific waivers from the State Board of Education for out-of-endorsement assignment.

“Currently there are conflicting data regarding out-of-field assignments in the state. Data gathered through teacher surveys reflect a higher incidence of out-of-field assignments than does data reported to the State Board. It is difficult to know the full nature of the problem of out-of-field assignments, including what subjects are most impacted and which students experience under-qualified teachers.”¹¹

This flexibility has been viewed as essential in a state with large numbers of rural and remote communities with significant difficulty recruiting and retaining teachers for certain subjects, such as math and special education. There are widely varying opinions about the scope of out-of-field assignment in Washington, but the bottom line is, we don’t really know. Washington does not collect teacher assignment data related to endorsement or degree. Districts can grant waivers themselves, and are only required to request waivers of the State Board of Education for the most unrelated and longer-term out-of-endorsement assignments. Concerns about district under-reporting exist. For the 02-03 school year, 116 out of 296 school districts reported granting assignment waivers; 115 for 03-04. For those districts reporting waivers, numbers have increased from 194 in the 00-01 school year to 341 in the 03-04 school year.¹² Nationally, about one in three high school math students is taught by a teacher who lacks a major in either mathematics, math education or a related field (e.g. engineering). The middle school level fairs even worse nationally, where 61% of our students are taught mathematics by teachers who lack even a minor in math.¹³ According to the Third International Math and Science Study, 41% of teachers teaching 8th grade math in the United States have either a major or minor in math compared to 71% of middle-level math teachers in other countries.¹⁴

To assist districts with complying with state policy and the federal No Child Left Behind Act, the State Board of Education approved an “endorsement-related assignment” policy which specifies courses that may be appropriate assignments for certain endorsements. For example, teachers with a science endorsement may appropriately teach most secondary math courses,

such as general mathematics, pre-algebra, algebra, pre-calculus and calculus. Therefore, these teachers are no longer considered assigned “out-of-endorsement” for purposes of state or federal compliance. However, some educators and policymakers have voiced concern that these teachers are still assigned out-of-field and are not as well qualified to teach mathematics. For example, while according to the State Board’s assignment chart teachers endorsed in general science, biology, chemistry, physics or earth science may be assigned to teach math, there are no other appropriate assignments for teachers endorsed in math other than math. Rural and remote districts, already having difficulty finding math and science teachers, will have a strong incentive to hire science teachers to teach both math and science, rather than recruit/hire a teacher endorsed in math or encourage a science teacher to add a math endorsement.

While some push for continued, and even increased, flexibility, others emphasize the research clearly indicating the importance of strong teacher subject matter knowledge on student learning and thus the need for limiting out-of-endorsement assignment. Reflecting the position of the U.S. Department of Education and trends in other states, others are also questioning the scope of endorsements themselves. For example, many states, including Washington, still have an elementary endorsement that allows assignment in middle school. An individual with a K-8 endorsement may or may not possess adequate depth of subject knowledge to effectively instruct in certain middle-level content areas, such as math or science.

“Important facts about the teaching force are not yet part of the routine data collection by the state” There is no systematic record, for example, of teachers’ assignments by subject or grade, a point of information that is needed to understand how the teaching force is distributed among students with particular instructional needs.”¹⁵

PROFESSIONAL CONDUCT / DISCIPLINARY ACTION

Under what circumstances are educators disciplined, or have their license suspended or revoked? What is the process?

School district superintendents, educational service district superintendents, and private school administrators must file a letter of complaint to OSPI, alleging a violation of the Code of Professional Conduct. If the complainant can't achieve resolution of concerns at the local level, they can write a letter to the educational service district superintendent, citing the allegations and requesting an investigation. OSPI has three investigators who review the allegations, gather the evidence (written, testimony, other documents), and present the case to the administrator for a decision on disposition. The cases investigated by the OSPI Office of Professional Practices (OPP) can result in the following outcomes:

- A dismissal indicates that no action has been taken;
- A reprimand leaves the certificate valid but does admonish the educator to not repeat the behavior or conduct;
- A suspension invalidates the certificate for a specified period of time and may have some requirements for reinstatement; or
- A revocation, in essence, takes the certificate away. If the educator wishes to be reinstated, the burden of proof of good moral character/personal fitness is upon him/her to show why the certificate should be reinstated.

If the disciplinary action is a reprimand or stayed suspension (which does not invalidate the certificate), the educator can continue to teach in or outside of Washington State. If the action does invalidate the certificate (suspension, revocation, voluntary surrender), then the educator cannot teach in Washington State. That information is shared with the other states (where the educator may hold another certificate) and it will be up to that state to determine whether or not to take additional action. If disciplinary action is proposed, an educator can appeal to OSPI's Informal Review Committee (comprised of nine educators—3 teachers, 3 administrators, and 3 ESAs). Further appeal can be made to an Administrative Law Judge, with specific discipline warranting additional appeal to the State Board of Education and Superior Court. OPP files are a matter of public record. Any file is available upon receipt of a signed public disclosure letter via first class mail. The letter should specify what information is requested. Disciplinary action always remains on an educator's record. While the action itself may come to an end, the action cannot be expunged from the record.

STATE COMMUNICATION ABOUT AND PROCESSING OF CERTIFICATES AND FEES

Are state requirements well communicated? Is information on licensure easily accessible and easy to understand? Are applications processed in a reasonable and timely manner? Are there current barriers related to achieving this?

The current state certification system operates on a largely decentralized basis. Olympia-based OSPI certification staff with the Professional Education and Certification (PEC) division are supplemented by:

- 1) Nine regional ESD certification offices providing localized information and processing service to districts within their region as well as to out-of-state candidates; and
- 2) Certification offices at each of the 22 higher education institutions with a state-approved educator preparation program, that verify and recommend their successful program completers for certification.

Both the ESD and higher education offices serve to provide information, responding to inquiries regarding certification requirements, and to pre-screen applications prior to sending to OSPI for verification and certificate issuance. ESDs can also issue permits to pending applicants who have met necessary requirements (including the Washington State Patrol fingerprint/background check), which facilitates and assists districts in their hiring process.

PEC staff outreach, providing information and updates regarding state certification requirements, includes regular K-20 network videoconferences, an annual gathering of ESD and higher education certification staff, and sessions at various conferences and career fairs across the state. Information on certification requirements is provided to educators and the public via websites, response to telephone inquiries, and available written materials. PEC estimates it receives and responds to an average of 120 phone inquiries per day; 130 emails; and 175 pieces of mail. PEC processes an average of 27,000 certification actions per year.

During the busy season of May-October, the average certificate processing time is 8-12 weeks; with an additional 2-3 for processing time at the ESDs. Speed of processing is hampered by two factors: 1) fingerprint/background check processing; and 2) OSPI's current paper- and microfiche-based processing system.

Washington has begun a long overdue development of an electronic certification system which promises to improve efficiency and response time of certification processing by making more information available to the applicant and the various other individuals involved in the processing of applications. The OSPI E-Cert Project was initiated in Spring 2005 for Residency and Professional Teacher certification applications from out-of-state. Additional certificate applications for both in-state and out-of-state are expected to come on-line this winter. A related component of the E-Cert project that will by itself improve processing time is the installation of "livescan" electronic fingerprint processing machines at the nine ESD locations.

Beyond the improved efficiencies in certification processing that will be gained by this new system, the challenge and other important function of an E-Cert system is its ability to provide data useful to state policymakers by connecting with other data sources to provide a more comprehensive picture of the educator workforce. Too often, states develop data systems as "silos" unable to relate to other important sources of data. Beyond data on educator qualifications, greater understanding of the relationship of qualifications to assignment, school and student demographics, vacancies/shortages, educator mobility and retention, are key to formulating effective policy strategies.

On what does the state base setting of certification fees? How are fees used?

Certification fees range from \$1 to \$70, with most costing around \$35. WAC authorizes educational service districts (ESDs), local school districts, and deans and directors of education at colleges and universities to collect fees; but all fees are then sent to and administered by the ESDs. Funds accrued from cert fees are divided three ways:

1. Local school districts employing more than one hundred educators and collecting certification fees may retain one dollar of each fee in order to hold a professional training institute. If such district does not hold an institute, all such moneys shall be placed to the credit of the educational service district. Since no school district currently opts to collect cert fees, this does not apply.
2. Preservice Preparation - 50% or more of certification fee funds accrued within a given ESD's boundaries must be used to support activities related to statewide precertification preparation and evaluation of preparation programs. This includes OSPI activities related to preparation program monitoring and evaluation. These funds are administered and disbursed through a single ESD, Puget Sound ESD, contracted to serve this role.
3. Inservice Professional Development - The remaining funds must be used to support in-service training programs and evaluations of in-service programs. Each ESD is required to establish an in-service committee that is responsible for coordinating in-service/staff development model programs within the educational service district.

Reporting of Certification Fee Use

Each ESD is required to submit to OSPI and the state board of education a plan for soliciting and selecting model programs which shall include procedures for conducting needs assessments, determining priorities and carrying out program evaluation. OSPI is also required to annually report on the use of certification fees for both preservice and inservice activities.

Appendix F contains the report provided by the ESDs for the 2004-05 school year. Funds may be used to support costs related to training, such as the payment of professional contractual services, per diem, travel costs, materials, printing, or released time.

WASHINGTON'S APPROVED EDUCATOR PREPARATION PROGRAMS

PROGRAM CHARACTERISTICS

Washington State currently has 22 higher education institutions approved by the State Board of Education to prepare teachers for state certification, and 15 for principals. Of the seven categories of educational staff associates, only school counselors, school psychologists and school social workers are required to complete an approved educator preparation program. Twelve institutions offer an approved program for school counselors, five for school psychologists, and three for school social workers. In addition, there are five alternative route partnership programs that operate as partnerships between school districts and higher education institutions. Table 9 (on page 31) shows the current Washington institutions offering educator preparation, the type of preparation offered, and

the median number of program completers issued Washington state certification from 2000-2004. Appendix G contains a chart listing institutions that offer programs leading to various certificates and a map that depicts the relative service range of those institutions.

As previously mentioned, approximately 74% of teachers, 74% of ESAs and over 84% of principals receiving certification in any given year completed a preparation program in Washington State. In addition, for most institutions, there's a relationship between the region within the state in which an educator is prepared and the region in which they become employed.¹⁶

STATE REQUIREMENTS FOR PROGRAM APPROVAL

The standards that guide preparation of educators in Washington State are intended to align with our Essential Academic Learning Requirements (EALRs) for students. Whether preparing to teach, serve as a school principal, or school counselor, requirements for Washington State preparation programs include a deliberate focus on impact of these professions on student learning. Even for ESAs who are not required to complete a State Board of Education-approved educator preparation program (nurses, occupational therapists, physical therapists and speech language pathologists and audiologists), the 30 clock hours required for certification must include a focus on the role of the ESA in helping students meet academic standards. Also, just as students are being required to demonstrate achievement of standards, this too is the focus of educator preparation. This alignment is important not just in terms of focus on crucial goals, but because supporting a performance-based system for students is best accomplished when educators themselves have been prepared through a performance-based system. Under these standards, programs are expected to “require candidates to demonstrate in

multiple ways, over time” specific knowledge and skill standards, including “evidence related to positive impact on student learning”.

While educators prepared in other states do not have this grounding in Washington-specific standards, Washington's standards, like most states, are based on national standards. This provides states with some degree of assurance related to reciprocity with other states' educator preparation and certification. But the need to ensure that educators are well-versed in our state's student standards is also one of the reasons why Washington currently requires a second-tier certificate and continuing education requirements. Thus, even teachers from other states who receive reciprocal certification will begin, through continued education requirements, to receive professional development related to our state student standards and state learning goals. Programs are initially approved and periodically reviewed against five “performance-based preparation program approval standards” established by the State Board of Education in 1997. Broadly defined, they are:

Standard 1: Professional Education Advisory Board (PEAB)

Each preparation program must establish a PEAB, comprised at least 50% of the same educator role as the program is preparing (e.g. teachers for teacher PEABs), other designated educator roles, and a representative from the college/university. PEABs serve as an oversight and advisory board related to development, implementation, and ongoing improvement to each preparation program.

Standard 2: Accountability

As a key component of being performance-based, each program must demonstrate how candidate performance is assessed and how data are used to make program improvements.

Standard 3: Unit Governance and Resources

Each program must demonstrate that it has the leadership, authority, budget, personnel, facilities, and resources, including information technology resources, in order to effectively prepare candidates for state certification.

Standard 4: Program Design

Each program must clearly demonstrate that their program, using research and best practices, is able to design, implement, and evaluate curriculum and experiences for candidates to acquire and apply the knowledge, skills, and dispositions necessary to help all students learn.

Standard 5: Knowledge and Skills

Programs must demonstrate how the sequence of courses and other learning experiences available through the program will lead to candidates acquiring high standards of content, pedagogical, and professional knowledge, skills and dispositions necessary to help all students learn.

Appendix H contains more detailed benchmarks for these standards, and “unacceptable”, “acceptable”, and “target” levels of evidence that programs have met standards.

Table 9 - Types/Number of First-Issue Certificates by Institution - Median 2000-2004

	Teachers				Administrator	ESAs*		
Institution	BA	Post BA	MA/ MIT	Total*	Principal*	Counselor	Psych	Social Worker
Argosy University	--	--	X	--	--	--	--	--
Antioch University	X	X	X	92	6.5	--	--	--
Central Washington University	X	X	--	471	30	3	2	--
City University	X	X	X	186	56	43	--	--
Eastern Washington University	X	X	X	389	23	8	13	15
Gonzaga University	X	X	X	91	9	7	--	--
Heritage University	X	X	X	84	50	23	--	--
Northwest University	X	X	X	20	--	--	--	--
Pacific Lutheran University	X	X	X	174	12	--	--	--
Saint Martin's University	X	X	X	99	--	10	--	--
Seattle Pacific University	X	X	X	104	36	10	3 No data from 2000	--
Seattle University	--	--	X	93	7	17	11	--
The Evergreen State College	--	--	X	36	--	--	--	--
University of Puget Sound	--	--	X	53	9	4	--	--
University of Washington - Bothell	--	X	--	41	--	--	--	--
University of Washington – Seattle	--	--	X	142	25	12	6	17
University of Washington – Tacoma	--	X	--	54	17 Data from 2003-2004	--	--	--
Walla Walla College	X	X	--	35	--	2 Data from 2003	--	3.5 No data for 2001
Washington State University	X	X	X	398	36	6	1 Data from 2003	--
Western Washington University	X	X	X	531	43	6 No data for 2001	--	--
Whitman College	X	--	--	9	--	--	--	--
Whitworth College	X	X	X	137	6	11	--	--

*Median number of program completers 2000-2004

**Argosy University approved to offer MIT Program in 2005.

Source: OSPI 2000-2004 Certificates Issued and Personnel Placement Statistics

To what extent do the knowledge and skills standards ensure that preparation programs have common performance expectations for prospective educators?

Teachers

Residency certificate preparation programs are required to address the 25 knowledge and skills standards identified in program approval standard 5 (WAC 180-78A-270(1)). These standards are grouped under the headings of foundational knowledge, effective teaching, and professional development and are applicable to all teaching subject areas. While the state has adopted these common standards, because they are broadly stated (see example below) preparation programs can vary as to how opportunities are provided to acquire these knowledge and skills.

Sample – Residency Teacher

Standard: School law and educational policy, including laws pertaining to school health and safety.

While this flexibility in program design and delivery is desirable, at this time there are no consistent performance expectations, no common set of evidences that define what program completers need to know and be able to do across all preparation programs. To some extent, the uniform performance-based pedagogy assessment instrument used by all teacher preparation programs is intended to bring greater consistency across programs in assessing the knowledge and skills standards. However, this assessment tool addresses only the effective teaching standards. Consequently, the performance expectations for the foundational knowledge and professional development standards, and the means by which these standards are assessed, can vary widely across programs.

Similarly, there is variance in the subject knowledge preparation for teachers across institutions. For examples, Appendix I shows the current course requirements for the K-8, middle-level math, and math endorsements at each institution where these endorsements are offered. Critics of teacher preparation tend to overlook, or may be unaware that most prospective teachers gain their subject knowledge coursework through colleges of liberal arts and science, not colleges of education. However, it is the

colleges of education that are required to verify that all requirements, in terms of knowledge and skills, have been met. Under this scenario, it becomes unclear as to what degree the new endorsement competencies are relevant and actually driving subject-matter curriculum experienced by prospective teachers. “We map the competencies onto our existing courses” is how one faculty member described the process. Complicating matters for higher education is how much is expected of prospective teachers in a short period of time. The list of endorsement competencies is long, especially for elementary educators. It may be that in addition to considerations of what to add, there needs to be consideration of what to remove; consideration as to what are the most essential competencies for beginning teachers to attain.

Professional certificate preparation programs are required to address the 12 knowledge and skills standards identified in program approval standard 5. The standards are grouped under the headings of effective teaching, professional development, and professional contributions. To achieve greater consistency in terms of performance expectations relative to the standards, across all programs, candidates’ evidences are guided by the “descriptions of practice” adopted by the state board of education. The candidate must provide multiple forms of evidence, not limited to, but intended to include the “descriptions of practice.”

Principals

Residency certificate preparation programs are required to address six knowledge and skills standards identified in program approval standard 5. These standards reflect the work of Interstate School Leaders Licensure Consortium (ISLLC). These standards are nationally recognized as model standards for school leaders. The standards provide a common core of knowledge, dispositions and performances that link leadership to productive schools and enhanced educational outcomes. One important difference in the development of the residency standards for principals as compared to the earlier process for teachers is that beyond the broadly stated standard, the state has further defined the benchmarks and performance expectations related to each standard. While preparation programs can vary as to how they provide opportunities to acquire these knowledge and skills, candidates must engage in an assessment process using the standards-based benchmarks approved by the state board of education. The benchmarks define outcomes and types of performances for each standard.

In addition, the preparation program directors have identified a group of common performance indicators that must be met by all candidates regardless of the program they complete. So, in contrast to the residency teacher preparation programs, residency principal preparation programs have moved in the direction of achieving common performance expectations across programs.

Sample – Residency Principal

Standard: Creating a site-specific vision for learning

Benchmark: Articulates purpose and rationale for a school vision and demonstrates how one develops the vision for a school

Performances:

- Gathers, analyzes and uses site-specific data in formation, revision or review of vision
- Uses the body of literature and specific research findings as the foundation of the vision
- Creates a plan for involving others in designing the vision, demonstrating knowledge of group processing skills

Professional certificate preparation programs will be required to address the same six ISLLC standards. Candidates will be required to demonstrate the standards at the professional certificate benchmark levels adopted by the state board of education. Principal professional certification is under development, with anticipated rule adoption consideration in 2006 and professional certificate programs available in 2007.

Educational Staff Associates

School Counselor

New knowledge and skills standards went into effect September 2005. Residency certificate preparation programs are required to address 12 knowledge and skills standards identified in program approval standard 5. Candidates must engage in an assessment process using the standards-based benchmarks approved by the state board of education. Since these

standards are new, no data exist regarding consistency in performance expectations. The professional certificate program is under development.

School Psychologist

New knowledge and skills standards went into effect September 2005. Residency certificate preparation programs are required to address 11 knowledge and skills standards identified in program approval standard 5. Candidates must engage in an assessment process using the standards-based benchmarks approved by the state board of education. Since these standards are new, no data exist regarding consistency in performance expectations. The professional certificate program is under development.

School Social Worker

New knowledge and skills standards went into effect September 2005. Residency certificate preparation programs are required to address 9 knowledge and skills standards identified in program approval standard 5 (WAC 180-78A-270(9)(a)). Candidates must engage in an assessment process using the standards-based benchmarks approved by the state board of education. Since these standards are new, no data exist regarding consistency in performance expectations. The professional certificate program is under development.

PROGRAM EVALUATION

How are educator preparation programs evaluated on an ongoing basis?

Newly state-approved preparation programs will receive a full on-site program review, based on the five program approval standards, two years after initial approval is granted. At this point, as is the case whenever an existing program is scheduled for review, the outcome of the report of the site visit team is presented to the State Board of Education, who may:

- Grant full reapproval of the program for 5 years (7 years if the program is also reviewed/accredited by the National Council for Accreditation of Teacher Education).
- Grant 1 year reapproval with an “at risk” designation. These programs have one year to correct problems identified in the site visit. If the program fails to correct identified problems, they are identified as “low performing” and have an additional year to correct identified problems or their approval status will be withdrawn.

Since 2002, site visits have led to the following actions:

- One program lost state approval;
- Four programs received a one-year approval; and
- One program withdrew their request for approval.

Of the four programs that received a one-year approval, three subsequently regained full approval and one program withdrew its request for approval.

During formal on-site review, programs produce large amounts of data and evidence related to the five program approval standards for the site visit team review. For example, evidence suggested for Standard 5: Knowledge and Skills includes portfolios of candidate work, performance assessment data, student learning data, and survey/interview data.

The site visit team also conducts interviews with faculty, candidates enrolled in the program, and others. The site visit team is comprised of staff from OSPI’s professional education and certification division, a representative from the State Board of Education, a representative from the Professional Educator Standards Board, and a representative from a peer higher education preparation program. Although, as previously mentioned, program approval Standard 5 deals with knowledge and skills, the program review

process and site visits do not incorporate external expertise in specific content areas, nor do individuals with subject knowledge expertise review evidence related to endorsement programs and competencies. For example, although institutions offering a math endorsement have to provide detailed documentation of student work as evidence of competency in math instruction, this evidence is not necessarily reviewed by anyone with expertise in mathematics education.

In addition, annually, each program also submits to the state:

- A PEAB report.
- A survey of PEAB activities with program enrollment and completion data, and general recommendations for program improvements. The PEABs are also currently asked to report how teacher candidates at their program “acquire and demonstrate knowledge and skills related to the prevention and diagnosis of reading difficulties and research-based intervention strategies”, but no similar information for other content areas is currently required. Over time, OSPI has asked PEABs to report information on a variety of areas of focus.
- Survey data from first-year teachers and their principals (For teacher preparation programs only).
- Candidate scores on basic skills (WEST-B) and subject knowledge (WEST-E/Praxis II) tests.

Although higher education teacher preparation programs, both as a part of program review and annual state and federal reporting requirements, are required to produce a significant amount of data related to various aspects of program quality, these data are not systematically compiled in a way that provides a comprehensive picture, across institutions, that can be easily accessed and reviewed by the public. Site visit reports are not made public, nor is analysis across institutions conducted or reported.

Does adequate, meaningful data on program completers exist? Are data used to make program improvements? What follow up beyond the first year?

In terms of data to verify the effectiveness of educators who complete preparation programs in Washington State, the only current state-level data collection is an annual survey of beginning teachers and their principals focusing on the teacher's preparedness related to standards for beginning teacher certification. Appendix J contains the results for the most current survey of 2003-04 program completers.

Overall, beginning teachers and their principals rated their preparation as excellent in a number of important areas, including:

- Incorporating EALRs into instruction;
- Creating learning experiences that make subject matter meaningful to students;
- Using a variety of strategies and making modification when necessary to make instruction more effective;
- Using reflective analysis to assess positive impact on student learning;
- Manage the classroom to support student learning; and
- Using assessment information to inform the design of instruction.

Although higher education teacher preparation programs are required to produce a significant amount of data related to various aspects of program quality, these data are not systematically compiled in a way that provides a comprehensive picture, across institutions, that can be easily accessed and reviewed by the public.

—PESB “Math Teachers Count” Report, 2004¹⁷

Overall, the perceptions of teachers and their principals have been very similar with teachers tending to rate themselves more harshly than their principals; but with both being overall highly positive as to the degree of preparedness. While the overall perception is positive, areas of concern have remained consistent over some time and include:

- Intervention strategies to diagnose and prevent reading difficulties;
- Use of technology; and
- Instructional strategies for developing writing skills.

The response rate for this survey is quite low at only 49% total respondents, and tremendous variance in response rates by institution (26% to 75%). As a result, trends in data across years are unreliable and data are skewed by disproportionate representation across institutions.

No similar data on principal or ESA program completers are collected at the state level and no data for teachers beyond this first-year data. This is particularly problematic in light of new research that suggests that newly-prepared educators more fully utilize the skills and knowledge acquired in their preparation program in their second and even third year, when they are less overwhelmed, as is too often the case in the first year, and more able to reflect and apply learned strategies.¹⁸ Without better, more comprehensive collection and synthesis of data across programs, it is difficult for programs and the state to answer fundamental questions about areas in which preparation programs excel, and areas in which they struggle and need greater assistance. These questions include:

Do teachers encounter to an adequate extent:

- Knowledge about learning differences and disabilities?
- Knowledge about assessment?
- Multicultural preparation?
- Preparation for collaboration with parents?
- Preparation for use of technologies?
- Adequate clinical training?
- Preparation aligned with realities of teaching in Washington classrooms?

Does principal preparation provide:

- Adequate emphasis on some features of effective leadership practice (i.e., direct participation in the design and implementation of curriculum; support and promote effective instructional and student assessment practices)? Do the standards need to be enhanced?
- Internships aligned with the requirements of the job – activities anchored in real world problems that principals face (problem-based learning)? Interns placed in diverse settings? Interns rigorously evaluated on mastery of a common set of leadership expectations across programs?

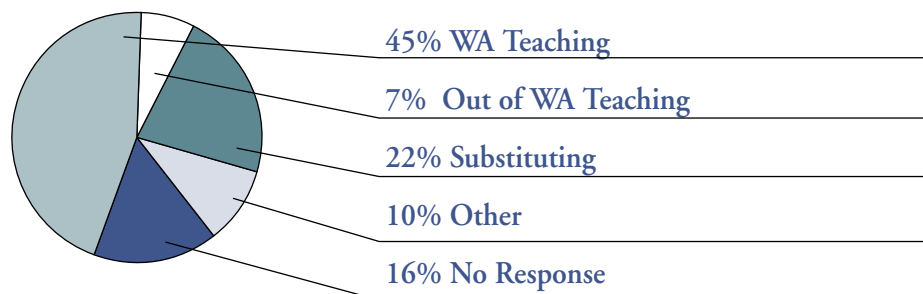
Does ESA preparation provide:

- Adequate school-based clinical practice?
- Diverse ability levels during clinical internship?
- Strategies for effective collaboration with other education professionals?

What Are Placement Rates of Washington Educator Preparation Programs?

At the state level, Washington tracks placement only for teacher preparation programs, and these data are based on voluntarily-submitted data from program completers gathered by individual institutions. Placement rates for principal or ESA preparation programs are considered during program review site visits, but are not annually collected and reported. According to OSPI's 2005 report (see Figure 1), placement rates for teachers completing programs in 2003-04 were in slight decline at 45%, compared to 50% in 02-03; 59% in 01-02 and 67% in 00-01.¹⁹ Not surprisingly, when looking at placement rates by endorsement held, the highest placements rates were for teachers holding endorsements in subject shortage areas. Some endorsement areas for which districts have reported they are experiencing shortages, such as chemistry and physics, however, had lower placement rates.

Figure 1 First-Year Employment, 2002-03 Program Completers



Source: OSPI 2003-2004 Certificates Issued and Personnel Placement Statistics

Table 10 2003-04 Number and Percentage of Placements of Teachers by Institution

College	Total Cert	# of Resp ¹	WA Tchg	Non-WA Tchg	Total Tchg	% Teaching ²
Antioch	111	88	47	3	50	45%
Central	430	268	181	6	187	43%
City	346	243	177	15	192	55%
Eastern	377	377	138	31	169	45%
Gonzaga	105	101	31	31	62	59%
Heritage	95	80	53	2	55	58%
Northwest	38	28	9	4	13	34%
PLU	198	136	97	5	102	52%
Pacific Oaks	24	22	8	2	10	42%
Saint Martin's	100	98	55	8	63	63%
SPU	128	88	47	8	55	43%
Seattle U	91	91	63	4	67	74%
TESC	36	35	23	6	29	81%
UPS	59	58	42	5	47	80%
UW Bothell	59	59	35	2	37	63%
UW Seattle	160	139	116	7	123	77%
UW Tacoma	56	54	19	1	20	36%
WallaWalla	40	34	9	13	22	55%
WSU	437	396	183	30	213	49%
Western	459	402	187	24	211	46%
Whitman	9	9	4	2	6	67%
Whitworth	126	120	54	18	72	57%
Totals	3484	2926	1578	227	1805	52%

¹ As reported by the individual higher education institution.

² % based on respondents – may underrepresent actual placement rates

Source: OSPI 2003-2004 Certificates Issued and Personnel Placement Statistics

What do we know about the alignment of preparation requirements with classroom/school performance expectations? What evidence do we have of this alignment?

The Center for Strengthening the Teaching Profession recently published a study from the University of Washington which included responses to survey questions asking teachers about their perceptions of their own preparedness to be successful in implementing various aspects of education reform. Not surprisingly, more experienced teachers tended to feel more prepared. For example, only a quarter of the novice teachers say they feel “very prepared” to manage diverse learning needs, as compared with 43% of teachers who have taught for 15 or more years. However, neither new teachers nor experienced teachers pointed to better preservice preparation as the reason or means for addressing those areas where they perceived they were less prepared. Workplace

conditions, quality and quantity of support for ongoing professional learning – these were the factors they related to their ability to feeling prepared for their assignments.²⁰

There is a current desire, but not yet a means, to assess the relationship between quality measures of educator preparation programs and impact on student learning in Washington State.

Also importantly, there is a current desire, but not yet a means, to assess the relationship between quality measures of educator preparation programs and impact on student learning. There is currently no mechanism by which K-12 performance data feed back to educator preparation programs. For example, while some university or privately-funded research groups have examined data related to struggling schools and staffing patterns with regard to qualifications, there is

no deliberate, systematic statewide focus on this. It is a complicated research question for which to yield reliable results. The ability to tease-out the impact of an educator's preparation program, amidst the myriad of other factors that influence an educator's performance, is extremely difficult. But this argues for the need for strong, and sustained, partnerships between educator preparation programs and schools/school districts in formulating collaborative approaches to student learning improvement goals.

There is a difference between the question of whether educators emerge from preparation programs having met high certification standards necessary to be successful; and whether they have the skills sufficient to do a particular job in a particular context. The expectation for a state system of educator preparation and certification should be that it ensures it produces beginning educators that solidly possess the necessary knowledge and skills do to the job well. At the same time, they are the basic model, and there must be clear understanding that state and school districts have a further obligation to customize the basic model; to provide beginning educators the support and additional skills they need to adapt to a specific context.

To what extent is educator preparation truly performance- and competency-based?

The move toward a competency-based system is a tremendous effort and challenge for higher education preparation programs and requires significant collaboration with colleges of liberal arts and sciences. It also requires more sophisticated means of assessing and demonstrating attained knowledge and skills. For example, for teacher preparation, the strength of the national movement toward performance-based preparation, and Washington's own endorsement competencies, is that they require evidence of attainment of specific knowledge and skills. At the same time, national reports and individuals with content expertise here in Washington call for specified inputs, such as "a year of math coursework"²¹. This illustrates the "bilingual" nature of the conversation between higher education institutions, particularly liberal arts and science faculty, who view adequate content knowledge in terms of courses, and those at the state level seeking a uniform way to define adequate content by defining the desired knowledge and skill standards, and evidence of their attainment. Similarly, in a truly competency-based system, course requirements and length of field experience would not be specified. Individuals would be assessed

against knowledge and skills competencies, and their preparation leading to certification would vary, in terms of length and focus of their formalized learning opportunities, accordingly. With regard to field experience, for example, paraeducators with significant classroom experience may be able to demonstrate competency and complete a relatively brief field experience and be eligible for certification and employment; whereas a mid-career professional with significant subject matter expertise, but no previous classroom experience, may require a field experience of an entire school year, or longer.

Residency principal preparation programs have aligned their internship requirements with state standards and are using common performance benchmarks and performances as evidence of meeting the standards. The challenge for programs, however, is that principal interns are often still also teaching, so finding the time for principal candidates to have opportunities to demonstrate principal competencies to their mentors and preparation program supervisors takes a concerted effort and commitment on the part of all involved.

For ESAs, although the state does not currently provide a list of required competencies for ESA roles, most, if not all, of the preparation programs have a heavy emphasis on practica, internships, or similar experiences that require demonstrated competency. Parallel to teacher preparation, many of the national accrediting associations require evidence of what a candidate can do, not simply what coursework has been taken. What may be lacking, however, is for programs to develop a common set of performance indicators and internship expectations across each ESA role.

What type of field experience is involved in educator preparation? What is the typical length?

Washington does not require a specific length of field experience for teachers. The reasoning behind this policy is that under a competency-based system, individuals who demonstrate competency may have the ability to complete preparation programs and become certified relatively quickly, whereas others may need more time than most. This appears to be the case with the alternative routes programs, in which paraeducators with a dozen or more years of classroom experience are able to complete their field experience far more rapidly than mid-career professionals with significant subject knowledge expertise, but no previous classroom experience.

Although the law does not specify length of field experience to allow for competency-based early program completion, three programs reported a range of required field experience while others reported a designated required length of time. Current range of field experience across programs is 10 to 28 weeks, with an average of 13.7 weeks.²² Principals are required to complete a 720 hour internship. Likewise, national accrediting organizations for school counselors require a 600 hour internship, 1200 for school psychologists and 300 for school social workers.

Research points to advantages of longer field experiences, particularly when there is frequent interchange of formalized learning and field experience; and candidates often rate their field experience as the most valuable part of their training. Washington WAC does require that field experience be integrated throughout the preparation program. This is important because early field experience helps candidates make career choices earlier in the program, and it also facilitates direct application of coursework to the classroom. Still, some institutions report both increasing difficulty in finding field placements, as well as barriers to implementing longer field experiences, including, increasing difficulty in finding teachers to supervise student teachers during their field experience. This is primarily due to:

- Lack of compensation for this service. When practicing teachers who are supervising student teachers receive compensation, it typically ranges from \$100-150/year;
- Competing opportunities. Talented, experienced teachers are increasingly being tapped to serve as mentors to other teachers, content coaches, curriculum advisors, and other roles. In some cases, this may also involve better compensation for an added role;
- OSPI has received anecdotal reports that pressure and concern related to students meeting “Adequate Yearly Progress” as defined by No Child Left Behind Act causes some schools to be concerned about placing student teachers in classrooms; especially WASL grade level classrooms. However, research points to models in which student teachers may be used, under the supervision of a well-trained cooperating / mentor teacher, to enhance the instructor to student ratio and enhance student learning, particularly in classrooms with struggling students;²³
- Competition for available placement among multiple preparation programs clustered within the same region;
- Programs perceive that districts are less willing to spend necessary time and effort to ensure good placements, because of:
 - Competing demands for district focus on other priorities
 - Districts feel confused by varying field placements requirements from varying institutions
 - A desire to use talented, experienced teachers for other purposes other than supervising student teachers; and
- Balancing time for candidates to complete other program requirements. As state standards and expectation related to depth of subject knowledge are both elevated, the amount of time to complete the program, and thus cost to candidate, increase as well.

There is evidence that where preparation programs are able to form strong partnerships with school districts, ability to find appropriate placements for candidates, as well as length and quality of field experience, are enhanced.²⁴

Are alternative route programs ensuring high quality preparation? How will they be evaluated in the long term?

Washington’s alternative routes to teacher certification are partnerships among school districts, educational service districts (ESDs) and higher education teacher preparation programs. These programs are aimed at school personnel and mid-career professionals with expertise in subject areas in which Washington is experiencing shortages. Alternative route interns complete a full-time performance-based mentored internship with a trained mentor in a K-12 classroom(s), complemented by other professional development and formal learning opportunities offered in or near the school district in which they are an intern, online, or via the K-20 network. The length of the program for each intern is determined by the time required for the intern to demonstrate competency related to Washington’s residency teaching certificate standards. Programs are “open exit” rather than a set amount of time for all interns. Each intern has a “Teacher Development Plan” that identifies the alternative route requirements for each intern based upon an assessment of prior learning and experience.

Because the alternative routes program received both state general funds and federal grant program funding, evaluation data collection and reporting has been required. Evaluations of Washington's Alternative Routes program and survey of program completers and their principals completed by both the Washington State Institute for Public Policy and Evergreen Training and Consulting have found the program:

- Attracts high caliber interns.
- Is helping to address Washington teacher shortages (geographic, subject matter, and diversity).
- Is more performance-based than other preparation models.
- Produces teachers well prepared to teach.
- Is cost-effective.

The Professional Educator Standards Board administers the program, which to date has prepared 430 mid-career professionals and experienced paraeducators to teach in subject-matter and geographic shortage areas in Washington State in the past four years. In 2004, the PESB expanded alternative routes into two new regions of the state utilizing a cross-institutional consortium model which partners multiple higher education preparation programs with ESDs to offer specific components of the program, greatly extending geographic reach. The PESB is committed to ensuring statewide access to alternative route programs, pending adequate legislative funding.

ENSURING AN ADEQUATE SUPPLY OF HIGHLY QUALIFIED EDUCATORS FOR WASHINGTON STUDENTS: RECRUITMENT AND SUPPORT

Although the charge of 5732 was specific to the strengths and weaknesses of our “system of educator preparation and certification”, the success of that system relies in no small part on the individuals we are able to recruit into educator preparation and the ongoing support they are provided when they complete preparation and enter our schools. For this reason, the PESB also asked key questions related to the state’s system and role related to educator recruitment and ongoing support.

RECRUITMENT

What’s the current status of supply and demand of Washington educators?

OSPI’s 2004 *Educator Supply and Demand*⁵ report released in March 2005 is the third released since the first report in 2000. Conducted and analyzed by OSPI, Washington State Personnel Association, and the American Association for Employment in Education, the report surveys all school districts, but data are aggregated and reported by ESD and/or county. The most recent report received an excellent 90.9% response rate (269 out of 296 school districts).

Statewide data in the report include:

1. Vacancies, by field;
2. Administrators’ perceived difficulty in filling positions by field;
3. Comparisons between and among the three years of data;
4. The number of retirees anticipated by field;
5. Forecasted need for replacement educators; and
6. Administrators’ perception of factors affecting the supply / demand for educators.

The report also gives supply and demand rankings by field, by ESD region.

The latest report, released in March 2005, found that:

- Special education continues to show a considerable shortage and is emerging as a critical field to examine. Multiple data from this survey converge on the conclusion that concerted efforts are needed to meet a growing demand.
- Twenty-one of thirty-six teaching areas (58%) indicate there is some shortage, including physics, early childhood, special education, bilingual education, English as a second language, chemistry, mathematics, three world languages, agriculture, technology education, family and consumer sciences, library science, and all areas of music.
- Teaching areas in which supply and demand are balanced include marketing education, German, reading, visual and theatre arts, early childhood education, and English/language arts.
- Only four teaching areas are considered to show some surplus: health/fitness, history, social studies and elementary education.
- In areas of Support Personnel, a considerable shortage exists for speech pathologists, occupational therapists, physical therapists, and school psychologists. Fields showing some shortage include school nurse, school counselor, and school social worker.
- School administration fields include four fields with some shortage: high school principal, business manager, superintendent, and middle school principal. Human resource administrators and elementary principals ranked as balanced.
- High numbers of mathematics, health/fitness and English/language arts teachers will be eligible to retire by 2009. With mathematics as a shortage field already and showing as fifth in the list of eligible retirees, the shortage of math teachers could widen over the next four years.

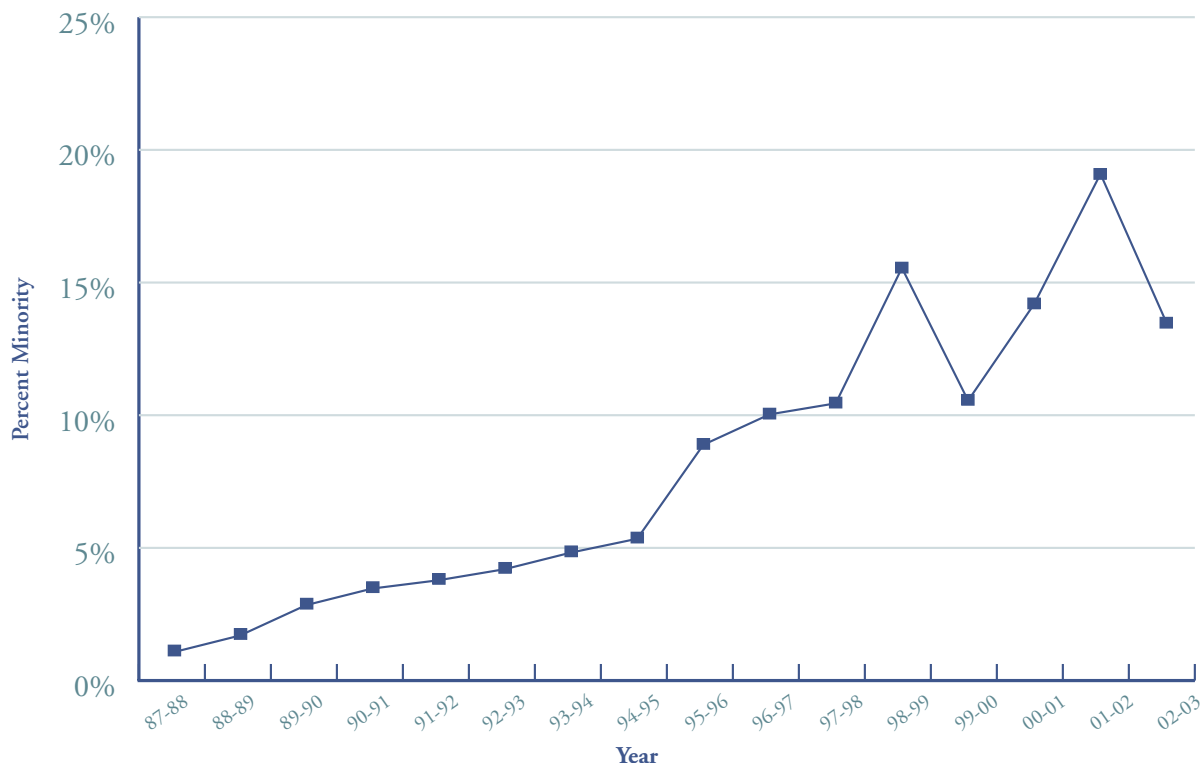
- Information aggregated by Educational Service Districts indicates considerable variability across regions. While certain specialties are in short supply across the state, others show shortages in some ESDs, but are more balanced in other ESDs.

Data are also collected related to the actual number of vacancies. Vacancies can occur through retirements, resignations, leaves of absence, or transfers of educators into other positions. A recent University of Washington report showed that over a five year period, about an even percentage of teachers are leaving the profession altogether as are transferring to a different school or district.²⁶ So some of what is represented as vacancy is the need for new/returning individuals, and some is individuals shifting from one school/district to another. This is important to understand for those tempted to compare annual vacancies with numbers in that field annually produced by educator preparation programs. For example, the fact that district administrators report 470 math teacher vacancies and preparation programs produced 175 teachers endorsed in math does not mean that preparation programs should produce 295 additional math teachers. Some vacancies will be filled by transfers, and some by

out-of-state teachers moving to Washington. While greater production would help to some degree, it may not substantially affect vacancies in rural and remote communities if the program is not connected with or in geographic proximity to that community. Similarly, meeting educator demand may also be dependent upon the number and location of endorsement programs. Effectively meeting educator demand requires a more complex and strategic approach to supply that takes into consideration geographic location and demographics of vacancies, competing markets, turnover and retention rates.

While not a component of the *Educator Supply and Demand* report, it is important to note that Washington is also experiencing a shortage in racial/ethnic minority educators. While the percentage of minority educators has overall increased over the past ten years, the diversity of educator workforce is not well matched to the student population – approximately 93% of teachers, 89% of principals, and 93% of ESAs are Caucasian, while only 74.4% of students are Caucasian. See Figure 2.

Figure 2. Percentage of Teaching Certificates Issued to Minorities



Source: OSPI 2003-2004 Certificates Issued and Personnel Placement Statistics

What are current strategies in place in Washington State to recruit individuals into education professions?

A variety of programs exists in Washington State that aim to support and facilitate entry into education professions, including:

- Scholarships or forgivable loans linked to several years of professional practice in shortage fields or hard-to-staff locations;
- Programs and recruitment efforts aimed at increasing racial/ethnic diversity of education professionals to better reflect diversity of our student population;
- Programs to recruit middle and high school students into education professions;
- Programs that aim to recruit, prepare and retain within communities;
- Mid-career and paraeducator transition programs; and
- Programs to encourage community college students to choose a career in education.

Oversight and operation of these various types of programs is the responsibility of a variety of agencies and organizations, including the Higher Education Coordinating Board, State Board of Education, Professional Educator Standards Board, Office of Superintendent of Public Instruction, Council of Presidents, Association of Washington School Principals, Educational Service Districts, individual higher education institutions, local school districts and others.

While information on and scope and impact of, and in many cases evaluation data on, individual programs may be found (see Appendix K for information on a variety of recruitment programs in Washington State) no one entity has a strategic plan or clear responsibility related to coordination and goals of statewide educator recruitment nor do existing entities collaborate on development of a statewide strategy.

How often the state / higher education use educator supply and demand data related to preparation program capacity / enrollment? Are there any incentives provided for public institutions to structure enrollment to meet state needs?

Whether a program has considered its enrollment in terms of helping to meet state/regional need is a consideration in initial program approval, but not typically a part of program review of existing programs. There are examples of individual institutions examining educator supply and demand and structuring enrollment accordingly. For example, Western Washington University's college of education made the strategic decision to cut enrollment in their elementary education program, while simultaneously increasing enrollment in special education in response to the needs of the state and the profession.

Since 1999, the HECB has received three separate appropriations to conduct competitive grant programs to expand and create new academic programs in high-demand fields. In the 2003-05 operating budget, the Legislature identified certain fields it believes to be "high-demand", including teaching and speech-language pathology and audiology. The HECB has begun to implement a provision of House Bill 3103 (enacted in 2004) that calls for a comprehensive and ongoing assessment process to analyze the need for additional degrees and programs. This project will provide significant information about which academic fields are expected to be in demand from students and employers in the future. Another issue is how to allocate high-demand funding among the colleges and universities. The Higher Education Coordinating Board and the State Board for Community and Technical Colleges have successfully administered competitive grant programs since 1999. The HECB recommends the current competitive process be continued and refined as suggested above. A remaining question is whether private colleges and universities should be allowed to compete for state high-demand funds on an equal footing with the public colleges and universities. A number of state policymakers have expressed a desire for better inclusion of private institutions in statewide efforts to fulfill the educational needs of college and university students.

Actual enrollment slots are part of the challenge. Whether those prospective educators will actually seek employment in that field, or in education at all, once they have completed the program, is another part. Preparation of speech and language pathologists is a particularly strong example of the complexity of adequate enrollment slots and the degree to which this actually results in educators in schools. Approximately 230 undergraduates complete SLP programs at four higher education institutions (University of Washington Seattle, Washington State University, Eastern Washington University, and Western Washington University) in the state each year. If individuals with undergraduate degrees in SLP wish to practice in the public schools, they must earn a Master's degree and meet American Speech-Language-Hearing Association (ASHA) standards. The same four public higher education institutions offer an SLP Master's degree, however combined they enroll on average only 80

Master's degree candidates. Approximately 75 % of the state's SLP undergraduates are not admitted to the state's SLP Master's programs. Of the approximately 80 enrolled in masters programs annually, 25% of those are from out-of-state, many of whom will return to their home state when they have received their degree. Further narrowing the pipeline is the fact that of the roughly 60 that will complete their Master's and remain in Washington, most will not choose to practice in the public schools, but favor clinical, hospital, or private practice.²⁷

One criticism from higher education related to these types of initiatives by state policymakers is that they fail to acknowledge how long it takes / difficult it is to launch a new program and/or significantly change enrollment. State funds to support this change and the nature of our biennial budget makes planning and implementation within these constraints very difficult.

EDUCATOR RETENTION

What do we know about educator retention in Washington State?

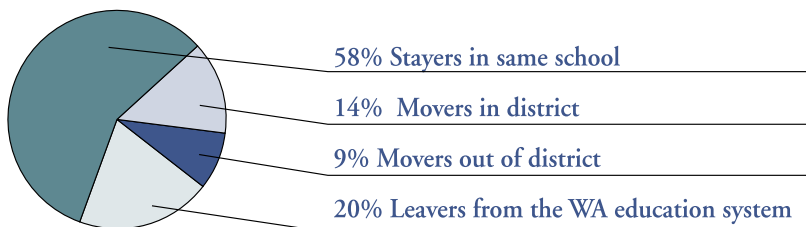
Retention rates of certified educators are not systematically tracked or reported at the state level. However, recent independent research studies have yielded some insight into teacher retention and, to a lesser extent, principal retention. According to a recent University of Washington study, Washington's educator workforce is actually more stable than many believe, with 20% leaving the system over a five year period, an estimated 10% of which may be due to retirement, and 10% leave for other reasons, compared to 47% nationally.²⁸ See Figure 3.

While the CSTP report provides some reassurance that turnover is not as large a problem in Washington State as many believe or as national statistics reflect, it does confirm other disturbing aspects of turnover. The study does show a relationship between retention and school demographics. Schools serving a greater

number of students in poverty, and schools with greater percentages of racial/ethnic minority students retain fewer of their teachers after five years. According to the study, *"In a mutually reinforcing pattern, school poverty, retention, and school performance are linked to one another"*. Given that teachers with less experience have lower retention rates, and that less experienced teachers report feeling less prepared to address the needs of diverse learners, this argues for retention strategies that focus on providing educators the support they need to stay successful and stay in the profession.

The CSTP study also showed that school principals have a higher turnover rate than teachers. Of the schools in the twenty school districts sampled, only 36% had the same principal for each year over the five-year period. Approximately two-thirds of principals stayed within district boundaries, as compared to three-quarters of teachers.

Figure 3: Statewide Teacher Retention and Mobility After Five Years (1998 and 2002)



Source: Plecki, et.al. (2005) University of Washington

SUPPORT FOR BEGINNING EDUCATORS

What kinds of support are available to new teachers, principals, and ESAs (e.g. TAP) and what do they offer? What is state versus locally funded? How many educators participate?

There is much research to support the stance that providing support for beginning educators has a strongly positive impact on their practice, student learning, and their longevity in the profession.²⁹

Since 1985, Washington has provided state general funds for beginning teacher assistance

programs through the Teacher Assistance Program (TAP). Districts receive TAP funding based on the total appropriation, divided by the number of newly-certified teachers they employ. This funding mechanism and the timing associated with it has caused problems for districts struggling to plan programs and use of funds. State appropriations have varied over time, and districts must submit their application and plans for use of funding before they know how much they will actually receive. Table 12 shows the variance in total appropriation amount per new teacher/ESA over time.

TABLE 12 - Variance in Total Appropriation Amount Per New Teacher/ESA

Year	Appropriation	Amount/Teacher/ESA	# New Teachers/ESAs
1997-98	\$1,305,000	\$782	1,667
1998-99	\$1,305,000	\$708	1,842
1999-00	\$3,150,000	\$1365	2,307
2000-01	\$3,150,000	\$1270	2,545
2001-02	\$4,695,000	\$1500	2,830
2002-03	\$2,348,000	\$875	2,165
2003-04	\$2,348,000	\$1000	1,973
2004-05	\$2,348,000	\$880	2,330
2005-06	\$2,348,000	\$800	2,536

Note: Since 2003, funds have been kept in reserve for late hires

Source: OSPI Teacher Assistance Program.

TAP funds may be used to provide mentoring assistance for teachers other than newly-certified, such as struggling teachers, experienced teachers from other states newly-certified in Washington State and also may be used for ESAs. However it is the count of first-year teachers and ESAs that is used to calculate the district allocation. TAP funds may be used to provide training for mentor teachers/ESAs, expenses related to attending training, stipends for beginning and mentor teachers/ESAs for the added responsibility, and release time for either the mentor or beginning teacher/ESA. Since 2002, funding for the program has declined by half due to budgetary constraints. Districts not participating in TAP stated the reason for not participating / ceasing to participate was that the decreased and uncertain funding fails to merit the time and effort necessary to administer the program well. This appears to be particularly true for small and rural

districts, which may not have new teachers/ESAs each year, so creating a stable, ongoing mentoring program is particularly difficult. During the 2004-2005 school year, 174 out of 296 school districts applied for TAP funds. Some districts are using I-728, Title II and local levy funds to support and sustain their mentoring and induction efforts.

Overall, districts that are participating in TAP and implementing what research suggests in terms of strong mentoring and induction programs are doing so with additional, significant investments of time and resources of their own. The challenge for the program and the state is how to assist districts that lack the resources to design effective programs specific to their needs. Two state-level initiatives that are helping districts with their efforts are the state Mentor Training Academy and standards for beginning teacher induction.

Annually since 2000, OSPI has operated a statewide Mentor Academy, an intensive four-day institute aimed at helping districts strengthen support for beginning and struggling teachers. The Academy has become highly regarded, and is sought out not only by prospective mentor teachers, but also by ESD staff and others seeking to train mentor teachers. With the funding for the TAP program in decline and districts less willing to participate, the Academy has been important to sustaining district efforts to establish their own beginning teacher induction programs.

In order to assist districts, whether participating in state funded programs or on their own, in developing high quality induction and assistance programs for teachers, OSPI, and the Center for Strengthening the Teaching Profession, funded by the Paul G. Allen Family Foundation, have begun a project to develop and communicate research-based standards for high-quality induction programs and provide Washington state educators with a set of widely accepted standards for quality teacher induction programs.

For beginning principals, the Legislature provides funding support for the *Assessing Developing the 21st Century Principal*. Administered by the Association of Washington School Principals, the aim of the project is to provide feedback and support to building administrators who are in their first three years of practice. The program consists of two-days of assessment and follow-up mentoring for a one-year period. During the assessment, principal participants and a group of their peers individually perform a series of performance-based activities that simulate the tasks of a principal. Principals are observed as they demonstrate skills that have been identified as critical for professional success. This includes:

- The skills to be an effective educational leader;
- The skills to resolve complex problems;
- The skills to communicate effectively; and
- The skills to develop self and others.

At the conclusion of the assessment process, a principal's designated mentor will write an assessment report describing the principal's leadership strengths and growth needs and then review this confidential report with the participant in a feedback session. The principal participant and the assessor-mentor schedule future meetings and activities which will support that principal's professional growth plan over the next year. The Legislature appropriated \$338,000 for 2005-06, with which AWSP anticipates serving 72 principals; an investment of \$4,694 per principal.

How does the state's / local compensation reinforce the continuum of educator preparation, certification requirements and ongoing continued licensure?

Teachers need to be paid more, but they also need to be paid differently. While the system of teacher development has changed dramatically in recent years, the system of compensation has not. Teachers need a compensation structure that more appropriately provides incentives that are aligned with the changing demands of their profession. Washington's current model for compensating teaching professionals:

- May be inadequate to attract professionals to teaching.
- May not be structured to keep teachers in the profession.
- Communicates that we value years spent in the classroom over demonstrations of professional capacity.

The state's school finance allocation structure, which the majority of districts adopt as their salary schedule, compensates teachers primarily for years of experience, college degrees, and college or continuing education credits. It is not clearly linked to educator effectiveness, and is misaligned with Washington's new system of performance-based educator certification and continuing education. Changes in the current system are not just desirable, but necessary to address increased inequities cause by this misalignment. For example:

- Washington's new second-tier certificate, the professional certificate, is performance-based and incorporates a variety of professional development experiences. As a result, many candidates accumulate fewer formal courses and credits upon which salary advancement is based. Teachers credentialed under the previous certificate, which required 45 credits or a master's degree, achieve higher status on the pay schedule than teachers under the new certificate, which many believe to be far more rigorous and meaningful.
- Increasing numbers of teachers gain certification through postbaccalaureate programs. These programs range in credits – from 27 to 67 quarter credits, depending on the institution. Thus when prospective teachers finish their preparation programs, they will have accumulated differing numbers of credits, and thus will be eligible for different placements on the salary schedule, although they have all achieved the same standards for certification.

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APPENDICES

APENDIX A

APENDIX B

APPENDIX C

APENDIX D

APENDIX E

APENDIX F

APENDIX G

APENDIX H

APENDIX I



APPENDIX J



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